DOCUMENT RESUME

ED 197 481 EA 013 306

AUTHOR Jackson, R. W. B.
TITLE The Missing Pupils in the Schools of Ontario Today and Tomorrow. A Statement of Conditions, Causes & Issues. Interim Report [No. 1]. [Les Absents des Ecoles de l'Ontario Aujourd'hui et Demain. Description des Conditions, des Causes et des Problemes. Rapport Interimaire [No. 1].
INSTITUTION Commission on Declining School Enrolments in Ontario, Toronto.
PUB DATE 28 Feb 78
NOTE 1,152p.: Some charts, maps and tables may be marginally legible. For related documents, see EA 013 260-308.
AVAILABLE FROM Publications Centre, Ministry of Government Services, 880 Bay St., 5th Floor, Queen's Park, Toronto, Ontario M7A 1N8 Canada (English version: Record No. ON01551/CODE00290: $2.00 microfiche: $8.00 paper: French version: Record No. ON01604/CODE00365: $2.00 microfiche).
LANGUAGE English: French

EDRS PRICE MF08/PC47 Plus Postage.
DESCRIPTORS Birth Rate: *Declining Enrollment: *Demography: Economic Climate: Educational Finance: *Educational Planning: Elementary Secondary Education: Enrollment: *Enrollment Projections: Foreign Countries: *Long Range Planning: Political Influences: School Closing: Social Environment: Statistical Distributions: Tables (Data): Teacher Education: Teacher Supply and Demand
IDENTIFIERS *Ontario

ABSTRACT

This report assembles in a systematic fashion the currently available data on the conditions of Ontario's declining school enrollments and makes a preliminary statement of what is already known about its future dimensions. Chapters begin with a brief review of the past and present, largely in statistical terms, and end with projections of the ten-year period ending in 1986. The economic, social, and political conditions likely to prevail in Ontario during the next 20 years are discussed, as are the direct impact of fertility and the indirect impact of migration on school enrollments. Enrollment data are given, some by age and grade, and for different types of schools. Information is provided concerning the administration of the school systems, teacher supply and demand, and teacher training programs in the province. Other topics covered are school buildings and school sites, education costs, and other issues in the financing of education. All of these issues are discussed in light of how declining enrollments may affect them. Listed at the end of each chapter are the major questions and issues that have arisen. Illustrative charts and tables are both in the body of the report and in the appendices. The report ends with an epilogue that outlines plans for the future course of investigation. (MLF)

ED197481

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

Interim Report

THE MISSING PUPILS IN THE SCHOOLS OF ONTARIO TODAY AND TOMORROW

A STATEMENT OF CONDITIONS, CAUSES & ISSUES

EA 013 306

The Commission on Declining School Enrolments in Ontario

February 28, 1978

Toronto, Ontario

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

B. M. Hildebrand

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

TABLE OF CONTENTS

FOREWORD	i
1. The Context of Declining Enrolments as a Policy Issue	1
2. The Population of Ontario: Components and Structure	35
3. School Enrolment in Ontario: Past, Present, and Future	116
4. Declining Enrolments and the School Curriculum	161
5. Educational Administration in Ontario	226
6. The Teaching Force in Ontario: Characteristics and Estimates of Present and Future Supply and Demand	243
7. School Buildings and Sites	305
8. The Costs of Education	333
EPILOGUE	358

APPENDICES

A. Technical Appendix

B. The Uncertain Future - How Much Faith Should One Put in a Projection?

C. Task Force

TABLES

Chapter 1		Page
1.1	Children under 5 and Children under 10 as a Percentage of Total Population	4
1.2	Provincial Expenditures Estimates Health, Education and Total	8
1.3	Population, Provincial Products, Personal Income, and Provincial Expenditures/Provincial Product	9
1.4	Per Capita Personal Disposable Income, Ontario, 1950-73	11
1.5	Year and Level of Peak Enrolments by Province (Thousands of Students)	12
1.6	The Provincial Economic Environment 1967 to 1987 (Percentage Average Annual Growth Rate)	14
1.7	Unemployment Rates by Age, Ontario, 1956-77	15
1.8	Increase in Schools Board Expenditures, 1942 to 1972 Inclusive	21
1.9	School Board Expenditures and General Legislative Grants 1942 to 1972	22
1.10	Enrolments and Teachers in Publicly Controlled Schools, Ontario, 1870 to 1975	24
1.11	Median Salaries, Public and Separate Elementary and Secondary Schools Teachers and Principals, Ontario, 1944 to 1976	25
1.12	Pupil-Teacher Ratios in Ontario Schools, 1946 to 1975 and Annual Percentage Increases in Enrolments	27
1.13	Provincial Government Expenditures, 1972 to 1977 (Percentage Average Annual Growth Rate)	29
1.14	Employment by the Government of Ontario, 1959-60 to 1974-75	31

Chapter 2		Page
2.1	Population Growth in Ontario, by County and District, Actual 1931-1976 and Projected for 1981	37
2.2	Growth or Declining of Population in Ontario, by County and District, 1971-76	42
2.3	Total Population of Canada, for certain Provinces (Quarterly Reports for Recent Years: Statistics Canada)	46
2.4	Ten Years of Population and School Enrolment Growth Ontario: 1967 to 1976	50
2.5	Urban-Rural Distribution in Ontario, 1931 to 1971	51
2.6	Sex Ratio in Percent by Age Groups in Ontario, 1931-1976	53
2.7(a)	Census Population of Ontario by Age Group, 1931-1976, Male	56
2.7(b)	Census Population of Ontario by Age Group, 1931-1976, Female	57
2.7(c)	Census Population of Ontario by Age Group, 1931-1976, Male & Female	58
2.8	Population by Mother Tongue for Ontario 1931-1976	61
2.9	1971 Census: Language by Ethnic Groups for Ontario	62
2.10	Population by Ethnic Group, Ontario, Census Years 1951-1971	63
2.11	Ontario: Distribution by Single Years of Age, 1931-76	65
2.12	Ontario: Actual and Estimated Age Distributions Census Years 1971, 1976, 1981 and 1986	68
2.13	Life Table for Male, Female and Total	75
2.14(a)	Net Interprovincial Migration of Children 15 Years of Age and Under, 1950-51 to 1975-76	77
2.14(b)	Net Interprovincial Migration of Children July 1977 to December 1977	78
2.15	Net International Migration of Children Under 18 Years of Age, 1970-71 to 1975-76	79
2.16	Immigration to Ontario of Children Aged Eighteen and Under by Age Groups and Single Years of Age, 1969-76	81

Chapter 2....

		Page
2.17	Percentages of International Immigrants to Ontario under 18 Years of Age, by Official Language(s) Spoken 1970-71 to 1975-76	82
2.18	Immigration to Ontario by Major Countries of Last Permanent Residence, 1962-76	83
2.19	Ontario: 40 Years of Live Births, 1940 to 1980 Patterns of Actual and Cumulative Gains and Losses	98
2.20	Age-Specific Fertility Rates, Ontario for Selected Years, 1926 to 1975	104
2.21	Percentage of Families with Given Number of Children in Canada and Ontario for Selected Years	105

Chapter 3

3.1	Elementary School Enrolment in Ontario - Total 1926-1976	121
3.2	Full-time Secondary School Enrolment in Ontario, 1951-1976	122
3.3	Enrolment in French Language Public Schools in Ontario 1966 to 1977	127
3.4	Enrolment in French Language Roman Cahtolic Separate Schools in Toronto, 1966 to 1977	128
3.5	Enrolment in French Language Elementary Schools in Ontario, 1966 to 1977	129
3.6	Enrolment in French Language Secondary Schools In Ontario, 1969-1977	130
3.7	Private School Enrolment in Ontario, 1926-1976	136
3.8	Crown Land School Ernolment in Ontario (1967-76)	137
3.9	Enrolment in Indian Schools by Grades in Ontario (1926-76)	138
3.10	Actual and Projected Change in Public Elementary School Enrolment by Counties and Districts 1971-1986	139
3.11	Actual and Projected Change in RC Separate School Enrolment by Counties and Districts, 1971-1986	140

Chapter 3....

		Page
3.12	Actual and Projected Change in Secondary School Enrolment by Counties and Districts 1971-1986	141
3.13	Change in Public Elementary School Enrolment by Board for Northern Ontario, 1971-76	142
3.14	Change in Roman Catholic Separate School Ernolment for Northern Ontario, 1971-76	143
3.15	Change in Secondary School Enrolment by Board for Northern Ontario, 1971-76	144
3.16	Projected lotal Enrolment in French Language Elementary Schools In Ontario 1978 to 1986	150
3.17	Projected Enrolment in French Language Secondary Schools in Ontario 1978 to 1986	151
3.18	Twenty Years of Population and School Enrolment Growth, Ontario: 1967 to 1986	157
3.19	Vancouver School Board Actual and Projected Enrolment	159

Chapter 4

4.1	Major Historical Moments in Ontario's Curricular History	165
4.2	Evolvement of Secondary School Population by "Branch and Program" Between 1963-64 and 1968-69	170
4.3	Circular and Curriculum Guidelines	178
4.4	Canadian Values	185
4.5	A Comparison of Responses about Good Education	186

Chapter 5

5.1	School System Frequency by Organization Type: 1971 and 1972 Reported in Percentages	231
5.2	Average Number of Central Office Staff per Thousand Students by Statute Status and Size of System: 1972	233

00 7

Chapter 6

		Page
6.1	Growth of Teaching Force in Ontario, 1950-1976	249
6.2	Age Distribution of Elementary and Secondary School Teachers in Ontario by Age and Age Group and by Sex, 1976-77	251
6.3	Distribution of Elementary and Seocondary School Teachers in Ontario by Years of Teaching Experience and by Sex, 1976-77	252
6.4	Teacher Distribution and Average Salary Schedule of Public Elementary School Teachers in Ontario by Certificate Level and Years of Experience, 1976-77	253
6.5	Teacher Distribution and Average Salary Schedule of R.C. Separate School Teachers in Ontario by Certificate Level and Years of Experience, 1976-77	254
6.6	Teacher Distribution and Average Schedule of Total Elementary School Teachers in Ontario by Certificate Level and Years of Experience, 1976-77	255
6.7	Teacher Distribution and Average Salary Schedule of Secondary School Teachers in Ontario by Certificate Level and Years of Experience, 1976-77	256
6.8	Distribution and Salary Schedule of Lakehead Secondary School Teachers by Certificate Level and Years of Experience, 1976-77	
6.9	Teacher Distribution and Salary Schedule, Essex County Roman Catholic Separate School Board, by Years of Experience, 1976-77	259
6.10	Mobility of Secondary School Teachers in Ontario 1966 to 1976	260
6.11	Average Total Salary and Average Grid Salary of Elementary School Teachers in Ontario by Region and Board, 1976-77	267
6.12	Average Total Salary and Average Grid Salary of Elementary School Teachers in Ontario, in descending order, by Board, 1976-77	268
6.13	Average Total Salary and Average Grid Salary of Secondary School Teachers in Ontario by Region and Board, 1976-77	269

Chapter 6....		Page
6.14	Average Total Salary and Average Grid Salary of Secondary School Teachers in Ontario, in Descending Order, by Board, 1976-77	270
6.15	Elementary School Teachers Average Salary by Region 1970/71 to 1976/77	271
6.16	Secondary School Teachers Average Salary by Region 1966/67 to 1967/77	272
6.17	Elementary School Teachers in Ontario - Responsibility by Age and Sex 1976-77	273
6.18	Secondary School Teachers in Ontario - Responsibility by Age and Sex 1976-77	274
6.19	Characteristics of Elementary School Teachers in Ontario: Average Age, Average Qualification Category and Average Years of Experience, by Region, 1976-77	275
6.20	Characteristics of Secondary School Teachers in Ontario: Average Age, Average Qualification Category and Average Years of Experience, by Region, 1976-77	275
6.21	Elementary School Teachers in Ontario: Changes in Average Qualification Category and Average Experience, 1970-71 to 1976-77	276
6.22	Secondary School Teachers in Ontario: Changes in Average Age, Average Qualification Category, and Average Experience, 1970-71 to 1976-77	277
6.23	Elementary And Secondary School Teachers in Ontario, Changes in Average Salary, 1970-71 to 1976-77 for Elementary and 1966-67 to 1976-77 for Secondary	278
6.24	Estimated Period of Retirement of Elementary School Teachers in Ontario at Age 65, by Sex and Percent of Total Teaching Force in 1976-77	280
6.25	Estimated Period of Retirement of Elementary School Teachers in Ontario at Age 65 or on the Basis of Age plus Experience equals 90, Whichever comes first, by Sex and Percent of Total Teaching Force in 1976-77	280
6.26	Estimated Period of Retirement of Secondary School Teachers in Ontario at Age 65, by Sex and Percent of Total Teaching Force in 1976-77	281

Chapter 6....

		Page
6.27	Estimated Period of Retirement of Secondary School Teachers in Ontario at Age 65, or on the Basis of Age Plus Experience Equals 90, Whichever comes first, By Sex and Percent of Total Teaching Force in 1976-77	282
6.28	Male New Hirings in September of each Year and Attrition to 1976-77	284
6.29	Female New Hirings in September of each Year and Attrition to 1976-77	285
6.30	Total New Hirings in September of each Year and Attrition to 1976-77	286
6.31	Destination of Elementary and Secondary School Teacher Graduates by College and University in Ontario: 1972-76	291
6.32	Persons Qualified as Elementary and Secondary School Teachers in Ontario by Place and Period of their First Teacher Certification, who are not Teaching in Ontario Elementary and Secondary Schools, 1976-77	292
6.33	Persons Qualified as Elementary School Teachers in Ontario by Place and Period of Their First Teacher Certification, who are teaching in Ontario Elementary Schools, 1976-77	293
6.34	Persons Qualified as Secondary School Teachers by Place and Period of their First Teacher Certification, who are Teaching in Ontario Secondary Schools, 1976-77	294
6.35	Enrolment in Teacher Education Institutions in Ontario, 1968-1976	297
6.36	Pupils and Teachers in Ontario Elementary Schools	299
6.37	Actual and Projected Demand for Elementary School Teachers in Ontario	300
6.38	Pupils and Teachers in Ontario Secondary Schools	301
6.39	Actual and Projected Demand for and Supply of Secondary School Teachers in Ontario	302

Chapter 7

7.1	Estimate of Total Number of Surplus Classrooms in Ontario, by Board (1976) - Public Elementary	318

Chapter 7.....

		Page
7.2	Estimate of Total Number of Surplus Classrooms in Ontario, by Board (1976) - Secondary	319
7.3	Estimate of Total Number of Surplus classrooms in Ontario, by Board (1976) - Separate	320
7.4	Capital Expenditures of Schools Boards, 1967 to 1977	321

Chapter 8

8.1	Percentage of Agreements (N=158) with Clauses Relevant to Declining Enrolments (1977-78)	341
8.2	Percentages of Agreements with PTR and Class Size Clauses	344
8.3	Percent of Agreements with Surplus-Redundancy and Management Rights Provision	346
8.4	Content of Surplus-Redundancy Provisions: Percentage of Agreements with Option	347
8.5	Age Distribution of the Ontario Teaching Force by Sectors for 1974-75 (Sept. 1975)	353
8.6	Age Distribution of Ontario Active Teaching Force As of December 31, 1975	354
8.7	Experience Distribution of the Ontario Teaching Force by Sectors for 1974-75	355

CHARTS

		Page
Chapter 1		
1.1	Alternative Views of Declining Ratio of Children to Total Population	5
Chapter 2		
2.1(a)	Actual and Projected Population Growth in Ontario by Counties and Districts: 1931-1981	38
2.1(b)	Actual and Projected Population Growth in Ontario by Counties and Districts: 1931-1981	39
2.1(c)	Actual and Projected Population Growth in Ontario by Counties and Districts: 1931-1981	40
2.1(d)	Actual and Projected Population Growth for Metropolitan Toronto and Ontario: 1931-1981	41
2.2	Ontario: Population Change by Counties and Districts, 1971-1976	43
2.3	Growth or Decline of Population in Ontario, 1971-1976	44
2.4	Percentage Population Change, 1971-76	45
2.5	Ontario: Change in Enrolment in Public Elementary Schools, 1971-1976	48
2.6	Ontario: Change in Enrolment in Roman Catholic Separate Schools, 1971-1976	49
2.7	Urban-Rural Distribution of Population in Ontario, 1931-1971	52
2.8	Sex Ratio in Percent by Age Groups (Male) in Ontario, 1931-1976	54
2.9	Ontario: Age Groups Distribution 1931 to 1976	59
2.10	Ontario: Age Distributions (1941, 1961, 1966, 1971, 1976) Wild Variations: Shaping the Future	66
2.11	Ontario: The Creeping tides of Losses and Gains	69
2.12	Ontario: The Creeping tides of Losses and Gains	70

Chapter 2.....		Page
2.13	Ontario: The Creeping Tides of Losses and Gains	71
2.14	Ontario: The Creeping Tides of Losses and Gains	72
2.15	Ontario: The Creeping Tides of Losses and Gains	73
2.16	Prince Edward Island: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	84
2.17	Nova Scotia: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	85
2.18	New Brunswick: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	86
2.19	Quebec: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	87
2.20	Ontario: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	88
2.21	Manitoba: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	89
2.22	Saskatchewan: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	90
2.23	Alberta: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	91
2.24	British Columbia: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	92
2.25	Yukon: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	93
2.26	North West Territories: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	94
2.27	Newfoundland: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	95
2.28	Canada: Migration Effects - 1976 (Comparison of Actual and Expected Populations)	96
2.29	Ontario: 1959 to 2001, Fertility Trends: The Baby Boom and the Baby Bust	100
2.30	Ontario: 1959 to 2001, Fertility Trends: That Unprecedented Decline	101
2.31	Comparison of Enrolment Trends Prepared by Various Agencies, Elementary School, Ontario 1961-2001	109

Chapter 2....

Page

2.32 Comparison of Enrolment Trends Prepared by Various Agencies, Secondary School, Ontario 1961-2001 110

Chapter 3

3.1 Elementary School Enrolment in Ontario, 1926-1976 123

3.2 Total Actual and Projected Secondary School Enrolments in Ontario 1951-86 124

3.3 Ontario: Percentage Distribution of French Speaking Population, 1971 and 1976 131

3.4 Ontario: Growth or Decline of French Speaking Population 1971-1976 132

3.5 Ontario: Change in French Elementary School Enrolment, 1971-1976 133

3.6 Ontario: Change in French Secondary School Enrolments, 1971-1976 134

3.7 Ontario: Enrolment in Schools Attended by French-Speaking Pupils 135

3.8 Ontario: Projected Change in Public Elementary School Enrolment by Counties and Districts, 1971-1986 147

3.9 Ontario: Projected Change in Roman Catholic Separate School Enrolments by Counties and Districts, 1971-1986 148

3.10 Ontario: Projected Change in Secondary School Enrolment by Counties and Districts, 1971-1986 149

3.11 Actual and Projected Enrolment in French Language Schools in Ontario 152

3.12 Ontario: Public School Enrolment, 1976-1986 The Decade of Projected Decline 153

3.13 Ontario: Roman Catholic Separate Enrolment, 1976-1986 The Decade of Projected Decline 154

3.14 Ontario: Secondary School Enrolment, 1976-1986 The Decade of Projected Decline 155

Chapter 6

6.1 Total Number of Elementary School Teachers Eligible for Retirement, 1976 to 2010 262

Chapter 6....		Page
6.2	Total Number of Secondary School Teachers Eligible for Retirement, 1976 to 2010	263
6.3	Age Distribution of Ontario Elementary Teachers by Sex on December 31, 1976	264
6.4	Age Distribution of Ontario Secondary Teachers by Sex on December 31, 1976	265
6.5	Destination of Elementary School Teacher Graduates by College and University in Ontario, 1972-1976	288
6.6	Destination of Secondary School Teacher Graduates by College and University in Ontario, 1972-1976	289
6.7	Destination of Elementary and Secondary School Teacher Graduates by College and University in Ontario, 1972-76	290

The Commission on Declining School Enrolments in Ontario (CODE)

Room N425, 252 Bloor Street West, Toronto, Ontario, Canada M5S 1V6 Telephone 964-2527

Commissioner, R. W. B. Jackson, Ph.D. Executive Secretary, H. B. Henderson

February 28, 1978

The Honourable Thomas L. Wells
Minister of Education
Province of Ontario
22nd Floor, Mowat Block
Queen's Park, Toronto
Ontario
M7A 1L2

Dear Sir:

I submit herewith the first interim report of the Commission on Declining School Enrolments in Ontario, as required under my terms of reference. The report is now being published and will be distributed during the next few weeks, after the first 250 copies have been delivered to your office.

As you will observe, this first report is almost wholly a factual account of the situation in this province today, with an occasional reference to conditions in other jurisdictions (i.e., in other provinces and in other countries) where these were deemed relevant. Some special reports prepared for the Commission, under contract, will be published separately since they are not, strictly speaking, an integral part of the Commission report.

In the main chapters attention has been drawn to the questions and issues raised by the information presented, and upon occasion the obvious implications have been indicated. Note in particular, however, that I have assiduously avoided any attempt to present even preliminary or tentative conclusions, decisions and recommendations at this stage. That part of the task will be undertaken only when all the public hearings have been held and when all the evidence needed has been secured. In view of some of the statements which have been made in the press, and erroneously attributed to me, I wish to make it absolutely clear that at this stage I very definitely have not formed any conclusions, decisions or recommendations.

I regret to state that the interim report is not as complete and up-to-date as I had hoped and planned. Some needed basic data on population, fertility and school enrolment were either not available until very late, or in some cases are not available even yet, despite the fact that officials in your Ministry, in the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs and in Statistics Canada made every effort to assist me and prepared, at my request, special tables in advance of the normal release dates. Surprisingly, part of the difficulty seems to arise from the development of data banks and reliance on computers and models: long delays seem an inevitable feature of the process. For example, the 1976 census data by single years of age were not delivered to my office until December 21, 1977, which automatically caused delays in projection studies commissioned from Statistics Canada and TEIGA.

These special demographic reports, designed to yield directly or indirectly projections of population and school enrolment in 1986, and later to 2001, were to have been included as a special feature of this interim report, incorporating the 1976 census data and the most recent fertility rates. Unfortunately, the latest published fertility rates are for 1974, a very critical lag indeed, although I have preliminary values for 1975 and we know very well from the birth registrations reported for

1976 and 1977 that these rates for Ontario must have decreased very substantially in the last two years (an obvious conclusion, since we know that the number of potential parents increased whereas the number of live births decreased during 1975, 1976, and 1977).

We do not have up-to-date figures on school enrolment in this province for September, 1977, either for the individual boards, counties, and districts, or for the province as a whole. Likewise, up-to-date population projections for the counties and districts are not available, although through special efforts we do have some preliminary returns for the province as a whole. You will note from the text that I personally took time out to prepare a set of approximate figures up to 1986, for live births in particular and, based on the most likely (in my opinion) set of live birth projections, projected age distributions for 1981 and 1986 (assuming that the 1976 mortality and migration rates remained constant during that decade, which the experience of the past 15 years seemed to indicate is a reasonable assumption to make). In addition, and partly as a check of our school enrolment projections, I asked Statistics Canada to prepare special population projections, up to the year 2001, using nine sets of conditions for fertility and migration. The returns have just been received but not yet put to use. I am very grateful for this special assistance, and especially to my friends of many years, Drs. Miles Wisenthal and Zoltan Zsigmond, who certainly went far beyond the call of duty or even the ordinary limits of friendship to help.

I have also included some special tables and graphs for the other provinces, based on the 1976 census for the most part, so that our people in Ontario would know that all parts of our country are affected. One can see also, perhaps best of all from the graphs, the different effects of migration on the several provinces, which has a special meaning for Ontario since it has always been the pivotal province for both international and interprovincial migration. Not that what happens here is necessarily good for the rest of the country, to paraphrase the cartoon character General Bullmoose of many years ago, but it certainly does affect the rest of the country, from the far West to the far East.

My unusual concern for these facts and factors arises from my knowledge that we are at a critical period in our history, and the future is a rather uncertain quantity to project. Above all else, we need the most valid and recent facts we can secure in order that we may plan adequately during the next few decades, for the short-term as well as the long-term. As you know, the projections of the United Nations' Organization for Economic Cooperation and Development and the Economic Councils of Canada and of Ontario point to difficult economic conditions in the years ahead: a sluggish economy accompanied by high levels of inflation and of unemployment for at least five and perhaps ten years. As indicated in subsequent sections, I agree with these forecasts, gloomy though they be. I have, as a survivor of the Great Depression and the Ten Lost Years on the Prairies, the uneasy feeling that history is repeating itself, although I still hope not.

That the fertility of our people has been gravely affected, especially because for the first time in our history we are in a position to control it absolutely, can hardly be questioned. The declines in school enrolment flow directly from the declines in fertility, automatically in fact as the years pass and the children become older, and the most serious implications stem from the fact that fertility continues to decline and shows no evidence of a change in the trend which would provide relief sooner or later. It is one thing, as you well know, to face and surmount difficulties arising from a temporary decline, no matter how severe, and quite another to solve the problems arising from a school system, closed to outside influences, that will wind down far into the future. For our school personnel, and especially for the young teacher graduates, the experience of loss of employment – or inability to secure any at all – is a shattering and frightening experience, which is exacerbated almost beyond endurance by the general conditions of "stagflation" and unemployment. Everything possible must be done to ensure that the resultant human loss and suffering is minimized and alleviated, and that the quality of our school programs does not deteriorate. The fewer they are,

the more precious and essential our children become. Possibly a continuance of the high birth rates of the late 1950's would have produced a load our economy could not bear, but at present one may be excused for longing upon occasion for such a Utopia.

It is cold comfort, to you or to me, to comment as I feel I must that what our school system is suffering now will afflict all aspects of our society in due course. Indeed, the greatest impacts of the population changes have yet to be felt, but they inevitably must be. Strangest of all to contemplate, no doubt, is the advent of a grave shortage of younger workers well before the end of this century. Impossible? No, inevitable. My advice to you, Mr. Minister, in preparation for what is to come, is to learn to accept one "impossible" fact each and every day!

Yours sincerely,

R.W.B. Jackson
Commissioner, CODE

FOREWORD

This first interim report of the Commission on Declining School Enrolments in Ontario should be regarded primarily as a gathering together of the currently available data on the conditions of declining school enrolments and a preliminary statement of what is already known about its future dimensions. It is not a progress report on, or of, the new research being done for the Commission, nor is it any device for a "kite-flying" of possible recommendations which the final report will suggest to you should be implemented. In fact, for the members of the "education establishment" who operate the school systems of our province, the report will not contain much new information. It simply assembles in a systematic fashion the material of a number of recent reports, supplemented where necessary by the results of special studies conducted by or for the Commission.

Each chapter of the report follows a common format, beginning with a brief statement of the past and of the present, largely in statistical terms, and ending with the most recent, or currently available, projections of the medium range future – for the most part of the ten-year period ending in 1986. I was unable, very much to my regret, to present CODE's best projections of conditions to the year 2001.[1] However, as I indicated in my Letter of Transmittal, there has been a delay in preparing long-range forecasts because of the difficulties of obtaining certain population and enrolment statistics. I shall discuss more fully from time to time the problems of data collection, analyses and reporting, as well as reporting upon the results and findings of the research studies contracted by the Commission, not all of which have been completed.

Since some readers may well question the relevance of Chapter 1, the background chapter on economic and political conditions, I would like to seize this opportunity to explain its purposes.

Some of the objectives have been hinted at in the Letter of Transmittal, and any of the numerous groups the Commission has addressed will understand my point of view. (Whether or not they agree with it is not relevant at this point.) I firmly believe that each education system is part and parcel of the social and economic structures in which it is embedded, drawing its vitality and aims from those structures. An education system serves the society in which it operates, and the extent and type of its services is largely in response to the conditions of that society and of its expectations of education.

In the Commission's studies we have been and are concerned almost wholly with the problems arising from the contraction of the elementary and secondary education sector. But we simply cannot ignore their relationships to the associated problems of other parts of the educational system and to the general economic, social, and political conditions outside the walls of the classrooms and schools. Therefore, our report commences with a background chapter to set the stage, so to speak, by discussing the economic, social and political conditions likely to prevail in Ontario during the next twenty years.

Under no circumstances, of course, must this be read as a statement of intent or preference on our part, but only as a statement of probable conditions prepared on the basis of the records of the present, of the most recent past, and on whatever statements of government economic and social policy – or of intent or hope – that have already been made publicly available. In no way do we have, nor would we have sought from any level of government, access to information on policy which was not in the public domain.

[1]The year 2001 is used because it coincides with a census year, or at least will do so unless present practice is changed.

For this background social, economic and political material I am particularly indebted to the members of the Task Force (Finance) which the Commission set up several months ago. The group comprised a set of expert economists who served as consultants under the able chairmanship of Dr. John Holland of the Ontario Institute for Studies in Education (OISE). It is evident from their reports that if the contraction of the education system which we are now experiencing had occurred during a period of economic boom, as did the expansion of the education system for the most part, then its problems would almost certainly have been less severe than those anticipated by our figures and graphs. For example, to use a simple illustration, an economic boom normally requires the admission of migrant workers (interprovincial and international, for Ontario) seeking the jobs which become available. Alberta, in fact, is experiencing such boom conditions today. Most migrants are in the young labour force age group and they do not themselves enter the education system in great numbers. But they normally bring with them, or soon after arrival send for, their wives and young dependent children of school age for the most part, or they marry in Canada and form families here. Accordingly, there is quite likely through migration an immediate and substantial impact on school enrolment.

Our background chapter, though, does not suggest that we will enjoy during the next decade a period of rapid economic expansion, nor that we should expect prolonged migration at the level which Ontario experienced during the 1960's. Not only is migration unlikely to improve the demographic picture and thereby have a favourable impact on school enrolment, but the somewhat depressing economic conditions – continued "stagflation," in all likelihood – will make questions of rising unit and total education costs of acute importance. Since the continued contraction of the education system, particularly during the next decade, is not expected to take place under buoyant economic and general financial circumstances, it becomes all the more important to begin the discussion of enrolment contraction conditions and related problems with a general picture of what the economy is likely to be during the 1970's and 1980's.

The inclusion of the next chapter, on population conditions, hardly needs any justification, I suppose, since our school children are part of the total population, but few seem fully aware of the changes in certain characteristics of our population and of their profound implications, referred to in the Letter of Transmittal. Consequently, we have taken considerable pains to explain and illustrate the direct impact of fertility upon school enrolments, self-evident though this might seem to be, and also the implications of the large long-term differences in population numbers which quite small differences in fertility assumptions will produce (particularly now that the generation of the post-war Baby Boom children have reached the ages when reproductivity rates are at their highest). The indirect impact of migration (international, interprovincial and intraprovincial) on the numbers of children to be educated by each board is also discussed fully. These population estimates provide the basis for many of the projections relating directly to school conditions of the immediate and long-term future.

For the materials of this chapter on population we are indebted to the work of Dr. Cicely Watson and Mr. Saeed Quazi and their team at OISE as well as to my own estimates, those of Statistics Canada, and of a group in the central statistical branch of the Ontario Ministry of Treasury, Economics, and Intergovernmental Affairs (TEIGA). For very many years now, TEIGA officials have provided OISE staff with the "benchmark" population projections used for their enrolment projection studies for the Ministry of Education, and this population chapter draws, not only upon their previous reports, but upon the preliminary TEIGA report of a research project commissioned in order to secure revised and up-to-date figures which incorporate all that is known to date about fertility, migration and age distribution in our province.

Chapter 3 begins what probably will be regarded as the proper concern of my Commission: enrolments in the public, separate and secondary school systems of Ontario, by age and grade where

necessary. We give some information also about private schools, trade schools, the Indian and Innuit enrolment, pupils of the Armed Forces schools and enrolment by adults. Unfortunately the data for some of such "exceptional" enrolment categories are sparse and often difficult to secure. We hope that, before the submission of our second interim report, more detailed statistics for these sectors will be available. Although they may represent, numerically, only a small part of the total educational service, they are important factors deserving the fullest consideration.

The chapter also deals with school enrolments of county and city boards. The conditions vary greatly from one jurisdiction to another, from very substantial declines to substantial gains. Here I would emphasize a point which cannot be stated too strongly or too frequently: in light of such variations in conditions, many of the problems of rapid enrolment contraction really must be solved at the level of the local operating unit, as was, and indeed still is, the case with the problems of rapid enrolment expansion. The primary general policy issue is to define the conditions and constraints under which local boards and their schools accommodate to their problems. For the province as a whole, their decisions must be seen to be equitable, comparable, reasonable and farsighted.

The enrolment projections presented in Chapter 3 were prepared by OISE, under contract with the Ministry of Education and submitted in August, 1977. Research work, now underway to extend these, will be completed when the essential population projections and 1977 enrolment data become available. These new enrolment projections will extend to the year 2001 for boards in the southern part of the province, but only to 1986 for the small boards in Northern Ontario. With small numbers, and uncertain economic conditions, longer range projections would not be warranted.

For the first time we have attempted to prepare projections by language group (Anglophone/ Francophone). Many of these have already been used (plus some data on fertility rates by language groups) in an address to the Franco-Ontarian school trustee group and we have noted in public addresses about the work of the Commission that there is a keen interest in the relative decline, especially in the rate of decline, in fertility and in the numbers of the school age population of these two language groups.

Normally, for secondary schools, enrolment projections have not been prepared separately by subject, but we are now attempting to do this, for those subjects with large enrolments only at this stage. Since rates of growth differed with each secondary school subject, largely owing to many new subjects and programs being added during the 1950's and 1960's, varying rates of reduction in enrolment by subject over the years must be anticipated in future. In a contracting system such differing rates pose additional problems, in terms of programs, space and instructional personnel. The components of the shifts never seem to mesh, nor should we expect them to do so under ordinary conditions of considerable freedom of choice of subjects by students.

Chapter 4 comprises a general description of the programs and curricula provided by Ontario's schools today, to serve as a background and also to indicate how declining enrolment may affect them. It is based upon an interim report of the Commission's Task Force (Curriculum) set up under the chairmanship of Dr. Michael Connelly of OISE.

Chapter 5 has similar purposes: it briefly describes the administration of the school systems in this province, and some of the issues of administrative structure which will complicate the development of solutions for the contraction problems. For this work I am indebted to Dr. Edward Hickcox of OISE for the preparation of an interim report, assisted in part by Mr. Howard B. Henderson, the Executive Secretary of the Commission.

Chapters 4 and 5 are introductory in nature; my findings and conclusions must await the completion of detailed surveys and research studies in these fields which have been commissioned.

Chapter 6 is longer and provides much more detailed information on teacher supply and demand,

and on the teacher training programs in faculties of education of the universities and in the Ontario Teacher Education Colleges in Toronto and Hamilton. As indicated, it is organized in two sections: the first provides statistics about the current teacher force, the second deals with the teacher supply and demand projections.

The size of the currently employed instructional staff is statistically related directly to the number of pupils to be taught (hence the keen interest in the PTR, the pupil-teacher-ratio now often an item in the annual board-teacher negotiations) and thus enrolment determines in large part the demand for teachers. The supply is related to two factors: the number of qualified teachers from earlier years (and other jurisdictions) seeking employment as teachers in the current year, and the number of new teacher graduates of the teacher training institutions. Under normal conditions the level of the annual supply of teachers is directly related to the size of the main supply source, the number of graduates of teacher training institutions. But these are not normal times, and the supply picture is clouded by the large pool of already qualified teachers seeking employment. That exact number is not known, at least not yet, despite the most strenuous efforts on our part to trace these persons through official sources, and also to trace as many as possible of those trained as teachers who have, for various reasons, sought other types of employment.

The brief description of the history of teacher training in Ontario has been made available through interim reports of Dr. Willard Brehaut of OISE, and by Dr. Al Fiorino, a consultant to the Commission. They are continuing their work, and their final report will provide a detailed history of the development of teacher education and of the training institutions themselves.

For the statistical information about the faculties of education and the teacher education colleges, we are indebted to the work of the OISE planning group (in the OISE Department of Educational Planning) under Dr. Watson and Mr. Quazi, and to the interim reports of Mr. Bert Hansen, a Commission consultant from the Hansen Group of Management Consultants.

The basic data from which the trends of teacher supply and demand were derived, and the description of the current teacher force classified by age, sex, experience and qualifications, and a great many other variables, have been provided by four main groups: the Ministry of Education and the Ministry of Colleges and Universities, the Ontario Teachers' Federation and its affiliates (the Ontario Secondary School Teachers' Federation, in particular has been most helpful), Statistics Canada, and the teacher training institutions themselves. Without these excellent statistical records, in most cases in the form of computerized data banks, it would not have been possible for us to investigate in detail the factors which lie behind each year's supply/demand estimates, and I seize this opportunity to express my admiration for the work which is done to develop and maintain these data banks, and especially to express my appreciation to the organizations and their officials for making the information available to us. (The confidentiality of the files, I can assure you, was not violated in any way.)

However, this chapter does represent but the tip of the iceberg: my Commission is undertaking a great deal of research on teachers. Undoubtedly the most serious problems of contraction are the human ones, and not only of the teaching force. As the Chairman of the West Parry Sound Board of Education so aptly expressed it, "Declining Enrolment – A Human Condition." I sincerely hope that during these critical times we hurt as few persons as little as is humanly possible.

The second last chapter, Chapter 7, is devoted to the problem of school facilities and in particular school buildings and school sites. What we encounter here is a complex and vexatious series of problems, centred around the concept of the school as a community centre and the strong feelings of resentment and anger that are so often aroused, and with some justification one must admit, by the busing of very young children over long distances. All it takes to spark raging anger is one serious school bus accident. Unfortunately there have been several.

In the study of these problems we have drawn information from several sources. We established very early a Task Force on School Facilities, and a good part of the material for this chapter has been extracted from the interim report prepared by its Chairman, Mr. Henderson, the Commission's Executive Secretary who is on secondment from the Ministry of Education, where he was serving as a director of one of the regions. Some of the material demonstrating the underutilization of school buildings has been taken from the TEIGA research report referred to earlier. The remainder of the statistics quoted were prepared for this purpose by the OISE "projection team" of Dr. Watson and Mr. Quazi using information supplied by the Ministry of Education.

Chapter 8, our final chapter, discusses education costs and the other issues in the financing of education, with special attention to the need to review the arrangements provincially and locally now that we have moved from a period of rapid expansion into a period of almost equally rapid contraction. The various items of expenditure and sources of revenue are not fully dealt with at this juncture, because the Commission has not yet completed the great deal of research undertaken in these matters. However, the chapter does report much of the excellent background material already available from the research of the Committee on the Costs of Education and from the school grants plan studies of Professor E. Brock Rideout of OISE and of Professor David Cameron of Dalhousie University and others. The work is being coordinated by the Task Force (Finance), referred to earlier, of which Dr. Holland is the Chairman.

Much of the existing information on education financing is based on analyses of the expenditure patterns of local school systems and the relationship of provincial funding to local funding which comes almost exclusively from property taxes. However, a full understanding of costs requires an analysis of expenditures at the level of the individual school, and of the funds allotted to it by its school board. Cost is obviously a very important variable to consider, although not necessarily the most important or critical in every situation, when decisions have to be made about the closing (or not) of individual schools. Accordingly, some very significant research of this type has been commissioned.

We have attempted to list at the end of each chapter, generally in simple point form without an evaluation of importance, the major questions and issues which have arisen, or which have been suggested, during this initial period of our investigations. The lists are not intended to be exhaustive and very definitely are not to be considered as indicating the trend of our conclusions, decisions and possible recommendations to the government. They will draw attention to some of the critical issues, which we hope will be addressed during the public hearings in March and April and subsequently.

This first interim report ends with a somewhat unusual form of epilogue. In it we outline with some care our plans for the future course of our investigation, including a statement of the arrangements made for the public hearings in March and April and of what we expect to learn from them. Going beyond that stage, which begins March 1st, we have provided a description of the nature and purpose of our proposed second interim report, which will take the form of an identification of the major implications of the several factors associated with declining school enrolments and a discussion of the possible alternative solutions for the problems which are raised. It is planned to issue that report in the form of a White Paper by the Commission in May, probably the end of May if the public hearings prove to be as useful and stimulating as can now be confidently anticipated. Public reaction to the sets of possible alternative solutions will be solicited, indeed will be very actively sought and carefully considered. If it proves necessary, further public hearings will be held and a very sincere effort made to attain consensus on solutions to at least the major and basic problems involving the future, not only of our children, but of ourselves. Unless there are further delays in the provision of the essential statistical and other information, my final report will be in the hands of the Minister of Education near the beginning of the new school year of September, 1978.

Chapter 1

The Context of Declining Enrolments as a Policy Issue

Children are the subject of this chapter and this report, as they are of any study of schools. Moreover, children are close to the heart of the matter when the subject is the quality of life, national survival, conservation of resources or world peace. All this should go without saying, but it is something of a challenge to keep it in mind when thinking about the schools of Ontario and public policy in 1978.

We are keenly aware today that we fashion our schools in accord with our current notions of sound economics, sociology and political science at least as much as we fashion them to suit our views of psychology and pedagogy. It cannot be expected that we will ever again think of education policy as something apart from the rest of the business of statecraft. It is appropriate then that we look at the recent past, the present and the future of our schools as a part of our economic development, social changes and political behaviour.

Population Developments

Love of children is a universal and constant human trait, but popular attitudes and government policies concerning the rate at which children should be produced is a variable quite sensitive to environmental changes. In turn, the variable itself has both immediate and long-term effects on the environment. So important are reproduction rates to the character and fate of societies, in fact, that governments have long, perhaps always, considered the conditions that appear to influence these rates a legitimate concern of policy. Government activities dealing with reproductive behaviour antedate those we know as education policy.

In general, governments are pro reproduction. There have been numerous exceptions, however, some aimed at limiting the reproduction rates of certain elements or classes in the population, and some at reducing the rates of the total population. It is interesting, and perhaps ironic given

our present concern for declining enrolments, that some of the early rationalizations by political philosophers (such as Malthus, Ricardo, N. Senior, J.S. Mill) of public education were, in effect, polemics for policies to slow reproduction.[1] In the twentieth century, especially the third of a century since World War II, some governments have adopted policies to limit or reduce reproduction and buttressed them with sustained efforts at implementation.

Countless questions can be raised about the effectiveness of both pro-natalist and anti-natalist policies. Some very well established policies, such as France under its several twentieth century constitutions, legislated what purported to be pro-natalist policies while birth rates dropped or stayed low nonetheless. In some of these cases expressed policy was in conflict with the behaviour of all major institutions of the society, and even with that policy and the policies and legislation of the same government in other areas such as taxation, inheritance, education and the distribution of income and status.

Positions on progenitiveness are related to social and physical conditions and perceptions of individual, group or societal interests. It is not surprising that in secular, democratic societies the state should increasingly deal with conflicting views by leaving the matter to constituent institutions and individuals. As these societies become increasingly secular and their economies more characterized by "free labour", i.e., workers increasingly free of institutions, conventions and laws inhibiting their responses to perceived opportunities and consumption choices, leaving the matter to institutions and individuals becomes more and more a matter of leaving it to individuals.

No doubt the development of a "safe and effective" oral contraceptive, encouraged by an important North American anti-progenitive society,[2] contributed to the very rapid decline in births about 1961. It ought not be presumed, however, that that explains in important measure the decline in birth rates. Comparable declines came to other nations, notably Japan,

---

[1] Blitz, R. C. "Some Classical Economists and Their Views on Education," Economia (Santiago, Chile), Vol. 72, (1961): 34-66. Several somewhat revised reprintings have appeared in English-language publications.

[2] The reference here is to the Planned Parenthood Federation of the U.S., under the leadership of Margaret Sanger, and to the experimental works leading to the positive evaluation made by Dr. John Rock. See D.H. Merkin, Pregnancy as a Disease, 1976.

before the contraceptive pill was available. And today the pill is criticized on grounds of safety even by anti-natalists in this society, but apparently without significantly affecting reproductive rates. Abortion and other contraceptive means are available and resorted to. The most that can be said is that the pill speeded up the process of liberating many Canadians from religious, political, esthetic and ethical inhibitions to postponing and reducing reproduction.

We should look at our reproductive behaviour with a viewpoint that goes further back than the development of the pill. During the Great Depression there was a rapid decrease in birth rates, while the aftermath of World War II saw an increase in birth rates that appeared striking indeed following upon the preceding period of rapidly declining rates. Table 1.1 indicates that perhaps the decades of the 1930's, 1940's and 1950's were unusual in their nature. That table presents the history of the decline of the population of children as a portion of total population. Viewed historically, the present low rates of reproduction for Canada and Ontario and the changing population structure seem less striking. It should be noted, too, that the happy realities of improving infant and child survival and the improving general life expectancy have contributed, along with low birth rates, to the increasing ratio of adults to children. Apparently, in an industrializing, urbanizing, secular society we should expect to see fewer -- and fewer -- children.

Since the median age of Canadians is now about 27 years, and almost 78% of Canadians are less than 50 years of age, it is not surprising that our knowledge of history and demography before 1930 is sketchy, and that therefore most of us see the birth declines in the 1960's and 1970's, and the related declines in enrolments as precipitous. It would be more appropriate, however, to say that declining school enrolments are a result of an increasing tendency of Canadian women to postpone and avoid childbearing. Chart 1.1 illustrates that trend by presenting two views of the information contained in Table 1.1, the first limited to the years since 1931, the second including the years since 1851 for Canada, and the years since 1881 for Ontario.

TABLE 1.1

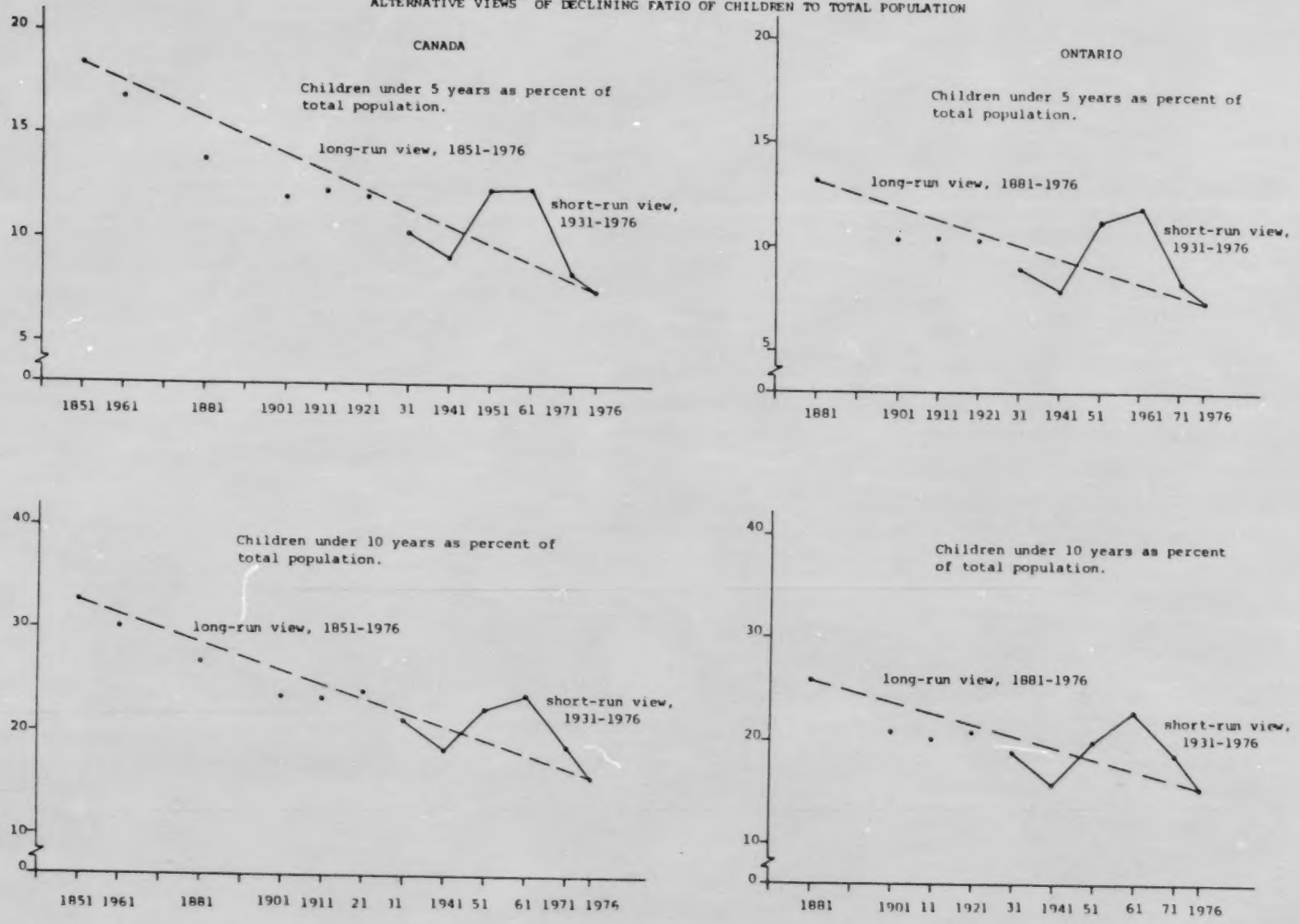
CHILDREN UNDER 5 AND CHILDREN UNDER 10 AS A PERCENTAGE OF TOTAL POPULATION

YEAR	CANADA					ONTARIO					
	Total Population	Children under 5 (0-4)	%	Children under 10 (0-9)	%	Year	Total Population	Children under 5 (0-4)	%	Children under 10 (0-9)	%
1851	2,436,000	451,000	18.51	797,000	32.72						
1861	3,230,000	543,000	16.81	972,000	30.09						
1871	3,689,257					1871	1,620,851				
1881	4,325,000	599,000	13.85	1,161,000	26.84	1881	1,926,922	252,053	13.08	497,486	25.82
1891	4,833,239					1891	2,114,321				
1901	5,371,000	646,000	12.03	1,264,000	23.53	1901	2,182,947	224,814	10.30	455,382	20.86
1911	7,207,000	890,000	12.35	1,675,000	23.24	1911	2,527,292	263,266	10.42	507,431	20.08
1921	8,788,000	1,059,000	12.05	2,109,000	24.00	1921	2,933,662	301,809	10.29	609,670	20.78
1931	10,377,000	1,075,000	10.36	2,208,000	21.28	1931	3,431,683	307,711	8.97	640,699	18.67
1941	11,507,000	1,052,000	9.14	2,098,000	18.23	1941	3,787,655	297,924	7.87	599,439	15.83
1951	14,009,000	1,722,000	12.29	3,120,000	22.27	1951	4,597,542	514,722	11.20	914,014	19.88
1961	18,238,247	2,256,401	12.37	4,335,923	23.77	1961	6,236,092	740,193	11.87	1,414,712	22.69
1971	21,568,310	1,816,155	8.42	4,070,160	18.87	1971	7,703,105	637,255	8.27	1,420,770	18.44
1976	22,992,600	1,731,995	7.53	3,619,800	15.74	1976	8,264,465	607,205	7.35	1,275,020	15.43

Source: M. C. Urquhart, Editor, Historical Statistics of Canada. Toronto: MacMillan of Canada, 1965, p. 16.
Census of Canada, 1971, Volume 1, part 2.
Census of Canada, 1941, Volume 3.
Unpublished Statistics Canada data for 1976.

C H A R T 1.1

ALTERNATIVE VIEWS[1] OF DECLINING RATIO OF CHILDREN TO TOTAL POPULATION



[1] line representing lon-run view is simply a straight line joining 1976 percentage to percentage in 1851 (for Canada) or to percentage in 1881 (for Ontario); it is not a "least squares line."

Source: Table 1

Economic Conditions

The present and projected low enrolments in our schools would have surprised us less, and would trouble us less, had they not followed so close upon the peak enrolments resulting from the high and increasing birth rates of the 1945-1961 period. Similarly, even the trauma of adjusting to what we perceive to be very sudden enrolment changes would be less were they not associated with the economic problems peculiar to our time.

It is no simple matter to decide what exactly our economic problems are. The case can be made that the Ontario economy in 1978 is "doing well" because the economy is supporting more Ontarians than ever before, Ontarians are producing more in real terms than ever before and a larger number and a larger percentage of them are employed than ever before. The case can also be made that we are "faring ill" because growth in gross provincial product was woefully short of our "expected" or "normal" growth rate in 1977 and of most projections made for it in 1976. Numbers and percentages of persons unemployed are higher than they have been since the Great Depression. Increases in product per capita and per worker have been very modest for several years, and large numbers of expensively trained people are not finding work in the fields for which they have prepared.

Perhaps of more importance, to declining enrolments, is the relationship between changes in total and per capita costs of education and changes in gross provincial product, total and per capita personal income, the consumer price index and provincial government revenues.

But before plunging into the taxing details of such matters as GPP and RPDI, let us set the stage briefly with descriptions of some important general concepts. Our concern with comparing this year's incomes with those of past years and of years to come, leads us to express incomes in what we call "real" terms. Personal disposable income inflated (or deflated) to compensate for price changes is real personal disposable income per person (RPDI/P), and it is the closest thing we have to a measure of what we refer to as our standard of living.

Personal income is the financial concept corresponding to the income derived from all the products of economic activity accruing to our citizens. It involves roughly total wages, rent, business income, interest and dividends received by all persons in the province. Taxation takes a portion of that personal income for public use. Some part of tax money is returned to us in the form of transfer payments. Personal income minus taxes, plus transfer payments, is personal disposable income.

Now let us plunge in.

The great period of education expansion in Ontario began before the end of the decade of the 1950's, and some aspects of it continued into the 1970's, but it was in large measure a product of the 1960's. Limiting our consideration to the ten fiscal years 1960-61 to 1969-70, inclusive, we find some interesting economic correlates of that period.

Table 1.2 shows the expenditure estimates of the province and two ministries, Health and Education (including Colleges and Universities) for the 1960's and several selected years before and after. It also shows the expenditures of these two ministries as percentages of total provincial expenditures.

Table 1.3 shows that population, gross provincial product (GPP) and personal income for the calendar years corresponding approximately to the fiscal years in Table 1.2, plus expenditure estimates as a percent of GPP.

During the 1960's spending on education made a giant leap. While population grew from 6.111 million to 7.385 million (20.8%), and GPP from $14.638 billion to $32.523 billion (122%), education expenditures jumped from $234 million to $1,297 million (a whopping 454%). Total expenditure estimates grew from $1.007 billion to $3.990 billion (296%).

It was a time when Ontario could make the political decisions to spend a larger portion of an increasing provincial product in the public sector and to spend a disproportionately large share of that portion on education and still afford satisfying increases in real personal disposable income per person.

For the nation, real disposable income per person, which had increased at an average annual rate of 1.66% in the 1955-60 period, increased in

TABLE 1.2

PROVINCIAL EXPENDITURE ESTIMATES
Health, Education and Total

YEAR	HEALTH ($ million)	EDUCATION ($ million)	TOTAL ($ million)	HEALTH (% of Total)	EDUCATION (% of Total)
1950-51	33	56	353	9.4	15.9
1955-56	53	92	569	9.3	16.2
1960-61	92	234	1007	9.1	23.2
1961-62	136	266	1135	12.0	23.4
1962-63	149	337	1254	11.9	26.9
1963-64	137	396	1369	10.0	28.9
1964-65	156	422	1459	10.7	28.9
1965-66	176	517	1871	9.4	27.6
1966-67	262	699	2323	11.3	30.1
1967-68	359	889	3084	11.6	28.8
1968-69	396	1162	3735	10.6	31.1
1969-70	398	1297	3990	10.0	32.5
1972-73	2028	1998	7071	28.7	28.3
1974-75	2342	2424	8917	26.3	27.2

Sources Public Accounts,
Ontario Expenditure Estimates, various issues.

Taken from Tables 4, 12, 13, pp. 12, 34, 35 in D. K. Foot, Provincial Public Finance in Ontario, Ontario Economic Council, 1977.

TABLE 1.3

POPULATION, PROVINCIAL PRODUCT, PERSONAL INCOME, AND PROVINCIAL EXPENDITURES/PROVINCIAL PRODUCT

YEAR	POPULATION (millions)	GPP ($ billion)	PERSONAL INCOME ($ billion)	EXPENDITURE ESTIMATES (% of GPP)	fiscal year
1950	4.471	7.410	5.638	4.8	1950-51
1955	5.266	10.803	8.525	5.3	f.y. 1955-56
1960	6.111	14.638	11.923	6.9	f.y. 1960-61
1961	6.236	15.360	12.187	7.4	f.y. 1961-62
1962	6.351	16.335	13.098	7.7	f.y. 1962-63
1963	6.481	17.795	13.976	7.7	f.y. 1963-64
1964	6.631	19.543	15.030	7.5	f.y. 1964-65
1965	6.788	21.661	16.537	8.6	f.y. 1965-66
1966	6.961	24.473	18.655	9.5	f.y. 1966-67
1967	7.127	26.336	20.553	11.7	f.y. 1967-68
1968	7.262	29.215	22.844	12.8	f.y. 1968-69
1969	7.385	32.523	25.629	12.3	f.y. 1969-70
1972	7.825	42.400	33.835	16.7	f.y. 1972-73
1974	8.094	58.270	44.997	15.3	f.y. 1974-75

Taken from Tables I and IV, pp. 6 and 12, in Foot, 1977.

the next five years at an average annual rate of 3.18% -- almost double -- and 3.20% in 1965-70.[3] It grew at similarly satisfying rates in Ontario. Table 1.4 shows that the province was enjoying growth in RPDI per person in excess of that of the nation in the 1950's, but in the early 1960's the growth was less than the nation's. In the late 1960's in both Ontario and the nation RPDI per person grew at a rate in excess of 3.0%. By the early 1970's both nation and province had abnormally high rates of RPDI growth as the result of high rates of growth in GNP and GPP. It was the slow down of population growth coupled with the abnormally high rates of RPDI growth that resulted in extra-ordinarily high growth rates of RPDI per person.

Because of the high rates of RPDI per person in the early 1970's, the recession of 1974-75 and the uncertain recovery from it in 1976 and 1977 seem the more severe for the fact that our expectations are coloured not only by the improvements in our standard of living in the 1960's, but also by the intensification in that improvement in the early 1970's. Yet, in the early years of the decline in enrolments we were unusually tolerant of increasing unit and total costs in the education industry, and the first responses to the new conditions were, in a sense, no response at all, perhaps because we had been lulled into complacency during the boom years. Elementary and secondary school systems and the teacher training faculties continued to behave much as they had in the 1960's. Increasing costs per unit of service were comparable to or greater than the increases associated with the period of rapid expansion.

However, this slow response was not associated with intolerable effects on improvements in RPDI per person. Table 1.5 shows why. It demonstrates how declining enrolments coincided with the years of extraordinarily high annual growth rates in RPDI/P. The first province to experience peak elementary-secondary enrolments was Saskatchewan in 1968-69. During the slide down there were many years left of good times. Quebec, the second largest province, peaked in 1969-70. Enrolments peaked for Ontario in 1971-72, by which time only British Columbia and Alberta had not yet done so. British Columbia got there in 1973-74, and only Alberta peaked after the beginning of the mid-1970's recessions.

---

[3] Foot, D.K., et al., The Ontario Economy, 1977-1987, p. 51.

TABLE 1.4

PER CAPITA PERSONAL DISPOSABLE INCOME, ONTARIO, 1950-73

YEAR	POPULATION[1] (millions)	PERSONAL DISPOSABLE INCOME ($ billion)	PDI PER CAPITA ($000)	CONSUMER PRICE INDEX[2] (1961 = 100.0)	REAL PDI ($ billion)	REAL PDI PER CAPITA ($000)	GROWTH IN RPDI/C (%)	AVERAGE ANNUAL GROWTH RPDI/C (%)
1950	4.471	5.208	1.165	79.6	6.543	1.463		
1951	4.598	5.916	1.287	88.0	6.723	1.462	0	
1952	4.788	6.467	1.351	90.2	7.170	1.497	2.3	
1953	4.941	6.860	1.388	89.4	7.673	1.553	3.6	2.1
1954	5.115	7.090	1.386	89.9	7.887	1.542	0	
1955	5.266	7.644	1.452	90.1	8.484	1,611	4.4	
1956	5.405	8.273	1.531	91.4	9.051	1.675	3.8	
1957	5.636	9.066	1.609	94.3	9.614	1.706	1.8	2.3
1958	5.821	9.745	1.674	96.8	10.067	1.729	1.3	
1959	5.969	10.167	1.703	97.9	10.385	1.740	.6	
1960	6.111	10.529	1.723	99.1	10.625	1.739	0	
1961	6.236	10.720	1.719	100.0	10.720	1.719	1.2	
1962	6.351	11.533	1.816	101.2	11.396	1.794	4.3	2.1
1963	6.481	12.320	1.901	103.0	11.961	1.846	2.8	
1964	6.631	13.106	1.976	104.8	12.506	1.886	2.1	
1965	6.788	14.301	2.107	107.4	13.316	1.962	3.8	
1966	6.961	15.850	2.277	111.4	14.228	2.044	4.0	
1967	7.127	17.233	2.418	115.4	14.933	2.095	2.4	3.3
1968	7.262	18.855	2.596	120.1	15.699	2.162	3.1	
1969	7.385	20.696	2.802	125.5	16.491	2.233	3.2	
1970	7.551	22.248	2.946	129.7	17.153	2.272	1.7	
1971	7.703	24.220	3.144	133.4	18.156	2.357	3.7	3.9
1972	7.825	26.929	3.441	139.8	19.263	2.462	4.4	
1973	7.939	31.175	3.927	150.5	20.714	2.609	5.9	

[1] At 1 June.

[2] All items for all Canada.

Source: Ontario Statistical Review, various issues.

Taken from D. K. Foot, 1977, Table 37, p. 166 (with alterations).

TABLE 1.5

YEAR AND LEVEL OF PEAK ENROLMENTS BY PROVINCE[1]
(Thousands of students)

SCHOOL YEAR	NFLD.	P.E.I.	N.S.	N.B.	QUE.	ONT.	MAN.	SASK.	ATLA.	B.C.	YUKON	N.W.T.	CANADA
1968-69								255.7					
1969-70					1,658.5								
1970-71		30.7	217.5				261.3						5,830.5
1971-72	163.7			177.1		2,083.9							
1972-73													
1973-74										573.8		12.6	
1974-75													
1975-76											5.0		
1976-77									451.4				

[1] Includes Pre-Elementary to Grade 12 enrolment and enrolments in special classes in publicly controlled schools in all provinces and enrolment in Grade 13 in Ontario. Excludes DND schools.

Sources: 1968-69 to 1975-76 from Statistics Canada Elementary-Secondary School Enrolment, 1976-77.
1976-77 and 1977-78 from Statistics Canada Advance Statistics of Education, 1977-78.

Taken from table prepared by Dr. Wilfred Brown, Director, Economic Services, Canadian Teachers' Federation, for Seminar on Declining Enrolment, Ottawa, November 27-29, 1977.

Though the recent past was characterized by a marked increase in our standard of living, and though no "establishment economists" are forecasting a return to growth patterns like those before the 1974-75 recession, it ought not be implied that in the foreseeable future we will have rates of increases in GPP or RPDI per person appreciably lower than those of the 1960's. There are some optimistic indications in Table 1.6 which present a history of the behaviour of nine economic indicators for the decade 1967-77 and projections for the years 1977-87.

Average growth in real GPP (GPP discounted for inflation) in the good years 1967-72 was markedly higher than what we experienced in the recession plagued 1972-77 quinquennium, but average growth in real GPP is projected to grow at 5.4% during 1977-82 and 4.4% during 1982-87. This corresponds to seemingly very high increases in RPDI per person throughout the 1967-77 decade, and to rates of growth in this variable during the 1977-82 and 1982-87 period that compare favourably with our performance in the 1960-65 and 1965-70 periods.

However, this growth in disposable income per person is in large part due to estimated rates of employment growing faster than the population. In effect, a larger portion of the population will have to be employed to afford these rates of growth in per capita disposable income.

At present the labour force is growing more rapidly than the population. Average annual growth rates in the labour force of 3.6% for 1967-72 and 3.5% for 1972-77 were matched by average annual employment gains of 3.2% and 3.0%. It is projected that the labour force will continue to grow faster than the population in the 1977-82 and 1982-87 periods, but employment is also projected as growing marginally faster than the labour force.

The purport of this is that though unemployment rates will likely average about one percentage point higher during the present 1977-82 period than during the previous 1972-77 period, and even though the rates for the future 1982-87 period will be high by 1960's standards, the average unemployment rates of 1977-82 will be an improvement over 1977 (see Table 1.7), and those for 1982-87 should be marginally better than for the years 1972-77.

TABLE 1.6

THE PROVINCIAL ECONOMIC ENVIRONMENT, 1967 TO 1987
(Percent Average Annual Growth Rate)

	HISTORY		PROJECTION	
	1967-72	1972-77[a]	1977-82	1982-87
Real Gross Provincial Product[b]	6.1	3.6	5.4	4.4
Population	1.9	1.6	1.4	1.4
Gross Immigration (thousands)	78	94	75	75
Labour Force	3.6	3.5	2.2	2.0
Employment	3.2	3.0	2.4	2.1
Unemployment Rate (%)	4.2	5.5	6.5	5.3
Real Personal Disposable Income per Person	4.2	4.0	3.3	3.3
Real Personal Disposable Income per Employed Person	2.8	2.6	2.3	2.5
Government (Ontario) Surplus or Deficit ($ billion)	-0.21	-1.25	-2.94	-8.35

[a]Estimates used where necessary.

[b]Deflated by the GNP deflator.

Source: Institute for Policy Analysis.

Taken from D. K. Foot, "Resources and Constraints: Public Education and the Economic Environment in Ontario, 1978-1987," a paper prepared for The Commission on Declining School Enrolments, January, 1978.

TABLE 1.7

UNEMPLOYMENT RATES BY AGE, ONTARIO, 1956-77

YEAR	TOTAL				
	All ages	14-19	20-24	25-44	45+
1956	2.4	4.3	3.2	2.0	2.1
1957	3.4	6.4	5.1	2.9	2.7
1958	5.4	11.2	8.0	4.6	4.2
1959	4.5	9.5	5.5	3.7	3.9
1960	5.4	11.4	6.9	4.5	4.5
1961	5.5	10.9	7.2	4.6	4.8
1962	4.3	9.9	5.4	3.5	3.8
1963	3.8	9.9	4.9	2.9	3.2
1964	3.2	8.7	3.9	2.4	2.7
1965	2.5	6.7	3.0	1.7	2.3
1966	2.5	6.7	3.4	1.7	2.2
1967	3.1	8.1	3.9	2.5	2.4
1968	3.5	9.2	4.7	2.6	2.6
1969	3.1	8.2	3.9	2.3	2.6
1970	4.3	10.8	6.0	3.2	3.0
1971	5.2	13.1	7.9	3.6	3.8
1972	4.8	11.3	7.6	3.4	3.5
1973	4.0	9.3	6.7	3.0	2.6
1974	4.1	9.2	6.5	3.1	2.7
1975	6.3	(11.2% age 15-24)			
1976	6.2	(11.2% age 15-24)			
1977	7.0*				

Source: Statistics Canada: Monthly Labour Force Survey (to 1974); Canadian Statistical Review (1975, 1976, and 1977 partial); Ontario Budget 1977 (age 15-24, 1975, 1976).

*Average of first eleven months.

Growth in RPDI per employed person in 1972-77 has also fallen below what it was in 1967-72, and is not projected as again being that high in the coming decade. This is tantamount to saying that continued improvement in our standard of living comparable to that of the 1960's is contingent upon an increasing proportion of our population being employed. It is also the case in these projections that both per person and per worker real disposable income growth rates are dependent upon (or at least associated with) increasing provincial government deficits.

Employment and unemployment figures are notorious for the range of interpretations made of them and the inferences about public policy drawn from them. However, these statistics and projections are offered only in the context of declining enrolments and certainly no cause or effect relationships between declining enrolments and overall unemployment rates is suggested here.

It will be noted in the discussion of public finance below, and again in the final chapter of this report, that the rapid increases in total education costs in recent decades were not in the main a result of increasing enrolments. Unless we choose to assume some remarkable diseconomies-of-scale for the education industry, we must assume that the greater part of the increase in expenditures was due to increases in total wages, in particular teachers' salaries. Both improving salaries and changing teacher-student ratios contributed to the increasing total wage bill. Though general inflation will be shown to have accounted for the greater part of these salary increases, teachers did in fact enjoy improving relative and real wages.

Attracting larger numbers of people into teaching over a rather short period of time would, of course, be expected to have been associated with improving teacher salaries, but the degree of that improvement would also be assumed to have been determined by employment opportunities elsewhere for people with educations and qualifications comparable to teachers. These opportunities were, however, to such an important degree associated with the public sector that it is more appropriate to discuss them under public finance than as an aspect of general economic conditions.

In Table 1.2 above it was shown that throughout the 1960's, when education expenditures grew from 23.2% of provincial expenditures to 32.5%,

expenditures of the Ministry of Health stayed within a narrow range of variation. The percentage was moderately higher in some years of the 1960's than at the end and beginning of the decade, but not far from the 9.1% in 1960-61 and 10.0% in 1969-70. Today expenditures for health exceed those of education as a proportion of total provincial expenditures, and expenditures for health and education account for more than half the provincial budget. The competitive claims of health and education, individually and jointly, are an exciting aspect of contemporary economics and politics. But the phenomenon of rising health expenditures in the 1970's, like that of increased employment opportunities in the public sector during the 1960's, will be viewed as part of the business of public finance rather than as aspects of general economic conditions.

The following summary statements then, about general economic conditions as a part of the context of declining enrolments, are most appropriately limited to generalizations about recent developments related to gross provincial product and personal disposable income per person and per worker.

We have already seen that the mid-1970's (1972-1977) was a period of more modest average annual growth in real GPP (3.6%) than we became accustomed to in the 1960's and the first years of the 1970's (6.1% average for 1967-72). This growth in real GPP was combined with an average annual growth in population (1.6%) that was somewhat modest by 1960's standards (2.1% annual average). Those GPP and population growths, combined with a slower rate of growth in public expenditures as a percentage of GPP (see Table 1.3) afforded an average annual growth of 4.0% for 1972-77 in RPDI per person compared with 4.2% for 1967-72. Projected average annual growth rates, mentioned previously, of 5.4% and 4.4% in real GPP for 1977-82 and 1982-87, respectively, in combination with projected average population growth rates of 1.4% throughout both periods, should produce average annual growth rates in real disposable income per person of 3.3% for those ten years.

However, the projected maintenance of RPDI/P growth rates in the coming decade comparable to those in the late 1960's is dependent upon

- a slowly growing population (1.4%)
- a considerably faster growing labour force (2.1%)
- an employed labour force growing slightly faster than the labour force (i.e., a slow reduction in unemployment rates)
- government expenditures growing more slowly than the historical averages
- increasing provincial government deficits.

If we are to assume that there exists a determination to maintain the rates of improvement in our standard of living, we can expect that reduced demands for services from the education sector (i.e., declining enrolments) will be associated with a corresponding reduction in the claims of education on government expenditures. There may indeed exist such a determination, if we can judge by a general propensity to accept declining average annual increases in RPDI per worker, which appears to be associated with maintaining relatively high increases in RPDI per person.

Public Finance Decisions

Our public schools would no doubt have responded very differently to the increased demands for their services because of the high birth rates of the late 1940's and of the 1950's had the nation and the province experienced different economic conditions. But neither population developments nor economic conditions determined what our schools would be. The style, costs and even the scale of operations of our school systems are the products of policy decisions, made in the main by school boards and the provincial government. The provincial government is only one degree removed from responsibility for school board policy decisions, since the province makes policy determining the authority and autonomy of the school boards. All of this is to say that our schools are what they are as the result of policy decisions made by a government responsible to a democratically elected legislative assembly.

The scale and complexity of the total education system of the province are such that it is no simple matter to describe, much less to administer it or preside over and direct its evolution. As with other complex systems,

we can only know a tiny fraction of it by direct experience. What we learn about it we learn in the main from abstractions. Those who would administer, control or guide it are also dependent upon abstractions, most of which exist on paper or on computer tapes. They are more-or-less perfect reflections of reality. Aspects of the system are abstracted as stocks and flows of students, as tables of organization, lines of authority, inventories of supplies and capital, and systems of communication. Abstractions of the system also exist in the forms of accounts, financial statements and budgets. These financial documents are potentially the most inclusive, complete and integratable abstractions available. At best they can abstract the system as a set of financial flows that are relevant to all its internal activities and external relations.

In any event, one rarely sets out to learn about, to influence or control a great, modern organization without resorting to its financial abstractions. These financial abstractions of public activity are probably universal connotations of the term public finance.

Public finance can also be construed as an instrument, perhaps the main instrument, of public policy. In this sense financial abstractions of public activities, and of government itself, exist to facilitate the implementation of decisions, decisions bearing upon the allocation of public revenues among competing claims for public goods and services, and upon the level of public revenues to be raised and the apportioning of the related tax burden.

Finally, it should also be noted that public finance is science. It is that part of economic science that deals with our communal economic behaviour and is concerned with sociological determinants of variations in behaviour, and the redistribution of income.

To an important degree, any conscious effort to direct the evolution of our education system requires contemplating it with the aid of financial abstractions and attempting to determine the activities of some part of it by influencing the allocation of funds to the system or within the system. To a limited degree we can reverse this order. We can study the changing patterns of allocation of funds to education and within the system, and then discuss the efforts to direct the evolution of the system that

motivated those changes.

In Tables 1.2 and 1.3 it was shown that total provincial expenditures (more correctly the expenditure estimates, which may vary from actual expenditures considerably in a given fiscal year, but are much closer approximations of actual expenditures over a series of years) grew from $353 million in 1950-51 to $8,917 million in 1974-75. Education expenditures (again the estimates) grew from $33 million in 1950-51 to $2,342 million in 1974-75, and from 15.9% of total expenditures in 1950-51 to 27.2% in 1974-75 after peaking at 32.5% in 1969-70.

These tables include expenditures for universities and colleges, but do not include expenditures for elementary and secondary education by the boards financed from other than provincial grants. Table 1.8 shows the history of school board expenditures for the province from 1942 to 1972 and the annual percentage increases.

"Double digit" annual percentage increases became the norm for elementary school expenditures in 1947 and for secondary school expenditures in 1946. Increases for elementary schools of 7.86% and 8.51% in 1971 and 1972 respectively were the lowest since 1947 with the exceptions of 1962 (7.63%) and 1963 (3.35%). Increases of 9.24% and 8.76% for secondary schools in 1971 and 1972 were the lowest since 1944 with the exception of 1953 (6.19%).

Table 1.9 shows the grant components of board expenditures for the same years for elementary and secondary schools. Total elementary and secondary grants grew from $7,609,897 in 1942 to $1,155,191,000 in 1972, and from 14.37% of board expenditures in 1942 to 59.05% in 1972. After rising to 42.35% in 1945 from 15.26% in 1944, grants went below 30% only once (29.53% in 1956). Grants were almost exactly the same percent of total expenditures in 1964 that they were in 1945 (42.42% and 42.35% respectively), they grew very slowly to 44.16% in 1968, and then in four annual steps they climbed to 59.05% in 1972. Neither the years of marked increase in total provincial expenditures nor the years of the largest increase in the provincial contribution to board expenditures are notably correlated to the years of most rapid increases in enrolments (compare Tables 1.8 and 1.9 with enrolment increase rates in Table 1.12).

TABLE 1.8

INCREASE IN SCHOOL BOARD EXPENDITURES

1942 TO 1972 INCLUSIVE

CALENDAR YEAR	TOTAL ELEMENTARY			SECONDARY			TOTAL ELEMENTARY AND SECONDARY		
	Expenditure	Increase	Percent Increase	Expenditure	Increase	Percent Increase	Expenditure	Increase	Percent Increase
1942	$ 35,891,261	$ -	-	$ 17,053,819	$ -	-	$ 52,945,080	$ -	-
1943	36,917,655	1,026,394	2.86	17,271,477	217,658	1.28	54,189,132	1,244,052	2.35
1944	39,855,269	2,937,614	7.96	17,944,262	672,785	3.90	57,799,531	3,610,399	6.66
1945	42,853,352	2,998,083	7.52	19,673,618	1,729,356	9.64	62,526,970	4,727,439	8.18
1946	46,382,040	3,528,688	8.23	22,017,952	2,344,334	11.92	68,399,992	5,873,022	9.39
1947	53,463,128	7,081,088	15.27	25,336,336	3,318,384	15.07	78,799,464	10,399,472	15.20
1948	61,488,236	8,025,108	15.01	28,698,045	3,361,709	13.27	90,186,281	11,386,817	14.45
1949	67,906,010	6,417,774	10.44	32,193,261	3,495,216	12.18	100,099,271	9,912,990	10.99
1950	77,632,869	9,726,859	14.32	35,404,022	3,210,761	9.97	113,036,891	12,937,620	12.93
1951	94,261,615	16,628,746	21.42	42,178,906	6,774,884	19.14	136,440,521	23,403,630	20.70
1952	108,722,126	14,460,511	15.34	48,891,066	6,712,160	15.91	157,613,192	21,172,671	15.52
1953	119,543,551	10,821,425	9.95	51,916,371	3,025,305	6.19	171,459,922	13,846,730	8.79
1954	134,462,259	14,918,708	12.48	58,751,193	6,834,822	13.17	193,213,452	21,753,530	12.69
1955	161,116,710	26,654,451	19.82	76,208,966	17,457,773	29.72	237,325,676	44,112,224	22.83
1956	182,063,242	20,946,532	13.00	86,103,855	9,894,889	12.98	268,167,097	30,841,421	13.00
1957	206,488,438	24,425,196	13.42	99,709,745	13,605,890	15.80	306,198,183	38,031,086	14.18
1958	235,921,547	29,533,109	14.30	117,359,610	17,649,865	17.70	353,281,157	47,082,974	15.38
1959	270,824,178	34,902,631	14.79	139,770,695	22,411,085	19.1[illegible]	410,594,873	57,313,716	16.22
1960	299,000,401	28,176,223	10.40	155,623,200	15,852,505	11.34	454,623,601	44,028,728	10.72
1961	324,734,661	25,734,260	8.61	177,960,689	22,337,489	14.35	502,695,350	48,071,749	10.57
1962	349,503,369	24,768,708	7.63	200,318,988	22,358,299	12.56	549,822,357	47,127,007	9.38
1963	361,192,884	11,689,515	3.35	221,967,844	21,648,856	10.81	583,160,728	33,338,371	6.06
1964	408,734,000	47,541,116	13.16	264,919,000	42,951,156	19.35	673,653,000	90,492,272	15.52
1965	456,842,000	48,108,000	11.77	300,992,000	36,073,000	13.62	757,834,000	84,181,000	12.50
1966	527,084,000	70,242,300	15.38	351,363,000	50,371,000	16.74	878,447,000	120,613,000	15.92
1967	618,718,000	91,634,000	17.39	492,424,000	78,061,000	22.22	1,048,142,000	169,695,000	19.32
1968	748,963,000	130,245,000	21.05	513,417,000	83,993,000	19.56	1,262,380,000	214,238,000	20.44
1969	854,029,000	105,066,000	14.03	603,025,000	89,608,000	17.45	1,457,054,000	194,674,000	15.42
1970	975,145,000	121,116,000	14.18	685,876,000	82,851,000	13.74	1,661,021,000	203,967,000	14.00
1971	1,051,785,000	76,640,000	7.86	749,470,000	63,594,000	9.27	1,801,255,000	140,234,000	8.44
1972	1,141,318,000	89,533,000	8.51	815,142,000	65,672,000	8.76	1,956,460,000	155,205,000	8.62

Source: Reports of the Minister of Education with figures adjusted for purposes of comparison.

Taken from Committee on the Costs of Education, Interim Report Number Seven, 1975, p. 69.

TABLE 1.9

SCHOOL BOARD EXPENDITURES AND GENERAL LEGISLATIVE GRANTS

1942 TO 1972

CALENDAR YEAR	TOTAL ELEMENTARY			SECONDARY			TOTAL ELEMENTARY AND SECONDARY		
	Expenditure	Grant	Grant Percentage	Expenditure	Grant	Grant Percentage	Expenditure	Grant	Grant Percentage
1942	$ 35,891,261	$ 5,597,680	15.60	$ 17,053,819	$ 2,012,217	11.80	$ 52,945,080	$ 7,609,897	14.37
1943	36,917,655	6,119,702	16.58	17,271,477	1,984,695	11.49	54,189,132	8,104,397	14.96
1944	39,855,269	6,758,188	16.96	17,944,262	2,063,208	11.50	57,799,531	8,821,396	15.26
1945	42,853,352	17,810,944	41.56	19,673,618	8,667,969	44.06	62,526,970	26,478,913	42.35
1946	46,382,040	19,412,951	41.85	22,017,952	9,883,576	44.89	68,399,992	29,296,527	42.83
1947	53,463,128	19,488,153	36.45	25,336,336	10,723,572	42.32	78,799,464	30,211,725	38.34
1948	61,488,236	20,267,473	32.96	28,698,045	12,318,062	42.92	90,186,281	32,585,535	36.13
1949	67,906,010	24,378,235	35.90	32,193,261	13,220,202	41.07	100,099,271	37,598,437	37.56
1950	77,632,869	28,525,530	36.74	35,404,022	14,141,891	39.94	113,036,891	42,667,421	37.75
1951	94,261,615	31,635,972	33.56	42,178,906	15,727,445	37.29	136,440,521	47,363,417	34.71
1952	108,722,126	36,430,319	33.51	48,891,066	17,548,308	35.89	157,613,192	53,978,627	34.25
1953	119,543,551	38,438,156	32.15	51,916,371	19,453,389	37.47	171,459,922	57,891,545	33.76
1954	134,462,259	45,766,891	34.04	58,751,193	22,200,115	37.78	193,213,452	67,967,006	35.18
1955	161,116,710	49,777,520	30.90	76,208,966	22,584,611	29.63	237,325,676	72,362,131	30.49
1956	182,063,242	54,887,350	30.15	86,103,855	24,302,130	28.22	268,167,097	79,189,480	29.53
1957	206,488,438	67,861,608	32.87	99,709,745	29,115,931	29.20	306,198,183	96,977,539	31.67
1958	235,921,547	87,944,813	37.28	117,359,610	40,381,114	34.40	353,281,157	128,325,927	36.32
1959	270,824,178	100,321,319	37.04	139,770,695	48,264,763	34.53	410,594,873	148,586,082	36.19
1960	299,000,401	107,702,554	36.02	155,623,200	51,259,978	32.94	454,623,601	158,962,532	34.97
1961	324,734,661	121,576,596	37.44	177,960,689	59,969,896	33.70	502,695,350	181,546,492	36.12
1962	349,503,369	138,590,992	39.65	200,318,988	61,863,827	30.88	549,822,357	200,454,819	36.46
1963	361,192,884	154,005,981	42.64	221,967,844	76,038,948	34.26	583,160,728	230,044,929	39.45
1964	408,734,000	185,402,000	45.36	264,919,000	100,339,000	37.88	673,653,000	285,741,000	42.42
1965	456,842,000	206,050,000	45.10	300,992,000	119,911,000	39.84	757,834,000	325,961,000	43.01
1966	527,084,000	238,596,000	45.27	351,363,000	140,090,000	39.87	878,447,000	378,686,000	43.11
1967	618,718,000	292,937,000	47.35	429,424,000	167,663,000	39.04	1,048,142,000	460,600,000	43.94
1968	748,963,000	368,818,000	49.24	513,417,000	188,589,000	36.73	1,262,380,000	557,407,000	44.16
1969	854,029,000	426,809,000	50.00	603,025,000	252,777,000	41.92	1,457,054,000	679,586,000	46.64
1970	975,145,000	511,440,000	52.45	685,876,000	333,139,000	48.57	1,661,021,000	844,579,000	50.85
1971	1,051,785,000	601,414,000	57.18	749,470,000	411,090,000	54.85	1,801,255,000	1,012,504,000	56.21
1972	1,141,318,000	687,358,000	60.23	815,142,000	467,833,000	57.93	1,956,460,000	1,155,191,000	59.05

Source: Reports of the Minister of Education with figures adjusted for purposes of comparison

Taken from Committee on the Costs of Education, Interim Report Number Seven, 1975, p. 84

Scale of operation is, of course, a part of the explanation of rapidly increasing expenditures. Table 1.10 shows that total elementary and secondary enrolments that increased by about 50% from 1869-70 to 1944-45 (though they had been somewhat higher in the late 1920's and in the 1930's) increased by more than 200% between 1944-45 and 1974-75. Total numbers of teachers increased about 330%.

It is evident, however, that the growth of school enrolments does not explain the greater part of the growth of school expenditures that have characterized the postwar period. Commenting on this weak enrolment-expenditure relationship, Richard Bird sums up the purport of the relevant studies this way:

> A recent estimate for Canada as a whole over the twenty years 1957-1976 is that less than 20 per cent of the total increase in expenditures on elementary and secondary education may be attributed to higher enrolment (Perry, 1977). Earlier estimates for Ontario alone show comparable results (Cameron, 1972, 84). The fastest increase in provincial educational expenditures was in the early 1960's, for example (Foot, 1977): a detailed analysis of this period attributes only 12 per cent of this increase to the effects of increased enrolment (Selby-Smith and Skolnik, 1969). Most of the past rapid growth of educational expenditures, then, must have been due to increases in either costs (whether resulting from inflationary general price rises or from rising real incomes of teachers) or quality (e.g., lower pupil/teacher ratios).[4]

Table 1.11 demonstrates that teachers' salaries have indeed increased very rapidly in the post-war years. The median of salaries for all teachers in 1975-76 was more than ten times what it was in 1944-45. The median salary of secondary teachers had increased more than seven fold, and of elementary teachers about eleven fold.

These increases are much less striking when compared with the behaviour of wages generally. For the years 1945-46 to 1974-75 (two years less than the series in Table 1.11), the average income of all employees in Ontario filling taxable returns grew from $1,885 to $12,284 (6.5 times).[5]

Though more will be said about teachers' salaries and the costs of education in the final chapter of this report, it can be noted here that

---

[4] Bird, R.M, Financing Education in Ontario: Issues and Choices, a paper prepared for The Commission on Declining School Enrolments, January, 1978.

[5] Stager, D., 1978, p. 21.

TABLE 1.10

ENROLMENTS AND TEACHERS IN PUBLICLY CONTROLLED SCHOOLS, ONTARIO, 1870 TO 1975

YEAR	ENROLMENT ('000)			TEACHERS ('000)		
	Total	Elementary	Secondary	Total	Males	Females
1869-70	433.3	351.2	--	5.2	2.8	2.4
1874-75	490.0	465.5	24.5	5.4	2.6	2.8
1879-80	496.0	467.9	28.0	7.4	3.3	4.1
1884-85	486.7	463.3	23.4	8.0	2.7	5.3
1889-90	516.0	484.2	31.8	9.2	2.7	6.5
1894-95	518.7	476.1	42.6	10.2	2.8	7.4
1899-00	495.5	456.3	39.2	10.8	2.6	8.2
1904-05	487.6	442.7	45.0	10.6	2.5	8.1
1909-10	510.7	464.0	46.7	11.7	2.2	9.5
1914-15	571.4	516.5	52.5	13.5	2.3	11.2
1919-20	--	558.8	--	15.3	2.2	13.1
1924-25	658.9	574.5	82.5	18.0	3.1	14.9
1929-30	706.4	606.9	98.6	20.1	4.0	16.1
1934-35	678.2	552.6	118.9	21.4	5.5	15.9
1939-40	663.7	527.7	127.3	22.0	6.5	15.5
1944-45	651.0	525.0	118.4	21.8	4.8	17.0
1949-50	745.3	604.1	134.8	25.1	7.4	17.7
1954-55	979.6	803.6	169.0	33.0	10.0	23.0
1959-60	1319.2	1081.6	237.6	45.4	14.4	30.9
1964-65	1673.8	1278.5	395.3	64.1	25.0	39.1
1969-70	1986.8	1456.1	530.7	89.9	36.0	53.8
1974-75	1994.5	1404.8	589.7	94.2	42.0	52.2

Sources: M.C. Urquhart and K. Buckley, Historical Statistics of Canada; Ontario Statistics, 1976, Table 6.7; and Statistics Canada, no. 81.202.

Taken from D. Stager, "Elementary and Secondary School Teachers Salaries, 1900 to 1975, "a paper prepared for The Commission on Declining School Enrolments, February, 1978, p. 40

TABLE 1.11

MEDIAN SALARIES, PUBLIC AND SEPARATE ELEMENTARY AND SECONDARY SCHOOLS TEACHERS AND PRINCIPALS, ONTARIO, 1944 TO 1976

YEAR	PUBLIC			SEPARATE			SECONDARY			ALL TEACHERS
	Males	Females	Total	Males	Females	Total	Males	Females	Total	Total
1944-45	$ 1,746	$ 1,122	$ 1,176	$ 1,043	$ 879	$ 892	$ 2,607	$ 1,992	$ 2,308	$ 1,301
1945-46	1,822	1,217	1,258	1,101	964	979	2,725	2,022	2,374	1,413
1946-47	1,953	1,415	1,479	1,305	1,044	1,083	2,782	2,225	2,524	1,514
1947-48	2,205	1,677	1,720	1,493	1,182	1,202	3,002	2,517	2,793	1,797
1948-49	2,328	1,814	1,885	1,676	1,291	1,323	3,205	2,722	2,992	1,974
1949-50	2,543	1,979	2,001	1,797	1,387	1,426	3,382	2,941	3,196	2,109
1950-51	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
1951-52	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
1952-53	3,132	2,549	2,655	2,196	1,797	1,813	4,390	3,907	4,201	2,771
1953-54	3,293	2,656	2,773	2,346	1,907	1,951	4,550	4,056	4,366	2,916
1954-55	3,463	2,806	2,940	2,407	2,005	2,023	4,718	4,187	4,508	3,008
1955-56	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	3,236
1956-57	3,989	3,219	3,373	2,553	2,280	2,312	5,347	4,735	5,127	3,490
1957-58	4,251	3,417	3,576	2,850	2,445	2,485	5,880	5,260	5,643	3,738
1958-59	4,544	3,670	3,828	3,089	2,672	2,713	6,442	5,769	6,177	4,026
1959-60	4,732	3,902	4,050	3,195	2,923	2,949	7,103	6,410	6,839	4,289
1960-61	4,881	4,044	4,197	3,465	3,149	3,182	7,298	6,579	7,043	4,496
1961-62	4,887	4,136	4,276	3,593	3,318	3,359	7,316	6,491	7,026	4,652
1962-63	4,911	4,206	4,377	3,696	3,470	3,504	7,194	6,484	6,923	4,804
1963-64	5,018	4,291	4,464	3,869	3,611	3,661	7,242	6,459	7,003	4,922
1964-65	5,264	4,457	4,658	4,038	3,494	3,927	7,473	6,567	7,204	5,182
1965-66	5,527	4,745	4,915	4,466	4,141	4,191	7,792	6,787	7,478	5,489
1966-67	5,759	4,879	5,104	4,886	4,388	4,442	7,956	6,798	7,503	5,732
1967-68	7,204	6,087	6,268	6,306	5,706	5,812	9,389	8,074	8,933	6,900
1968-69	7,749	6,249	6,549	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
1969-70	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
1970-71	Total Elementary[1]			n.a.	n.a.	n.a.		n.a.		
1971-72	Males	Females	Total	n.a.	n.a.	n.a.				
1972-73	10,500*	8,600*	8,774*	n.a.	n.a.	n.a.			12,711	9,828
1973-74	11,501	9,292	9,704	n.a.	n.a.	n.a.	14,414	12,251	13,734	10,727
1974-75	13,255	10,631	11,015	n.a.	n.a.	n.a.	16,327	13,799	15,527	12,423
1975-76	14,521	11,521	12,121	n.a.	n.a.	n.a.	17,921	15,221	17,121	13,521

*estimated

[1] includes public and separate school teachers.

Sources: Statistics Canada, Salaries and Qualifications of Teachers in Public Elementary and Secondary Schools, (no. 81-202), published annually (biennially since 1972, and not in 1950-51, 1951-52, 1955-56).

Taken from Stager, 1978, p. 20.

teachers' salaries have not only increased very rapidly since about 1945, they have generally provided teachers with increases in excess of consumer price index changes (see Stager, 1978). It is also the case that most categories of teachers have probably enjoyed improving relative wages through much of this period, though this claim is subject to some qualifiers (see Stager, 1978, pp. 8-12).

The structure of the teaching force has also changed, of course. There are more secondary school teachers in proportion to elementary school teachers. This is a result of increasing secondary school participation rates, as well as of the advance of the large birth cohorts through elementary schools and into secondary schools. More elementary teachers now have university degrees (for which they receive salary increments). Both increased secondary school participation and higher education attainments for elementary teachers are generally accepted as improvements in the quality of our education system. They are improvements that have required a commitment to higher total and unit costs of education services. An even more generally accepted index of quality is student-teacher ratios. Table 1.12 shows the improvements in pupil-teacher ratios from 1946-47 to 1973-74, and the increase in enrolments that had to be met each year before those ratios could be reduced. The general trends of both elementary and secondary school pupil-teacher ratios is the same. The improvement for secondary schools has been more constant, however, even during the years of fastest growing enrolments from 1957-58 to 1963-64.

Clearly, the province has long been committed to affording more labour intensive educational experiences to an increasing number of students, for more years, under the tutelage of teachers with rising average education qualifications and receiving improving real salaries, and in most cases probably improving relative salaries. This commitment was the result of a series of policy decisions that had to be reaffirmed with the making of every budget.

Public finance decisions affecting the elementary and secondary schools are not made by authorities concerned only for the education of children. The expenditues on education presented in Table 1.2 include the expenditures of the Ministries of Education and Colleges and Universities (the latter having been given this name in 1971 and having been

TABLE 1.12

PUPIL-TEACHER RATIOS IN ONTARIO SCHOOLS, 1946 TO 1975 AND ANNUAL PERCENTAGE INCREASES IN ENROLMENTS

YEAR	PUBLIC		SEPARATE		ELEMENTARY		SECONDARY		TOTAL
	Pupil-Teacher Ratio	% Increase Enrolments	Pupil-Teacher Ratio	% Increase Enrolments	Pupil-Teacher Ratio	% Increase Enrolments	Pupil-Teacher Ratio	% Increase Enrolments	% INCREASE
1946-47					30.0		26.1		
1947-48		2.7		2.3	30.0	2.0	24.4	- 6.1	1.6
1948-49		3.6		3.7	30.6	3.9	24.1	1.7	1.4
1949-50		5.1		6.2	30.9	3.7	24.0	1.6	3.3
1950-51		3.0		3.7	30.5	3.3	23.8	3.1	3.3
1951-52		7.1		5.4	30.8	6.9	23.8	1.8	6.0
1952-53		8.1		9.4	31.9	8.9	23.5	5.6	8.4
1953-54		5.5		11.0	32.3	7.8	23.7	5.4	7.4
1954-55		3.8		7.0	32.4	6.9	24.7	7.7	7.1
1955-56		5.0		7.6	31.4	5.1	23.7	9.0	5.7
1956-57		4.4		9.7	31.1	5.6	23.1	6.3	5.7
1957-58		5.8		8.9	31.5	6.5	23.5	9.7	7.0
1958-59	30.5	4.9	33.2	8.7	31.1	5.8	23.2	9.1	6.4
1959-60	30.0	4.3	33.1	8.4	30.7	5.3	22.7	7.0	5.6
1960-61	30.1	3.2	33.4	7.2	30.8	4.1	22.9	10.6	5.3
1961-62	29.8	2.1	32.9	6.6	30.5	3.3	23.3	13.8	5.3
1962-63	29.8	2.1	32.6	5.1	30.5	2.9	22.2	10.8	4.5
1963-64	29.6	2.5	31.9	4.6	30.2	3.0	21.2	9.8	4.5
1964-65	29.4	2.6	31.4	6.7	29.9	3.7	20.6	8.5	4.8
1965-66	29.0	2.6	30.4	4.9	29.4	3.3	19.3	5.9	3.9
1966-67	28.3	2.9	29.5	4.7	28.6	3.4	18.0	4.1	3.6
1967-68	27.3	2.6	28.2	3.7	27.5	2.9	17.1	6.3	3.8
1968-69	26.0	1.9	26.7	1.6	26.2	1.8	16.6	8.0	3.3
1969-70	25.2	2.0	25.5	1.1	25.3	1.8	16.4	6.0	2.9
1970-71	24.7	0.4	24.8	1.2	24.7	0.6	16.5	4.9	1.8
1971-72	24.9	-1.2	25.2	0.9	25.0	-0.6	16.7	3.2	0.4
1972-73		-1.1		0.0	23.8	-0.8	16.4	1.5	-0.2
1973-74		-2.4		0.5	23.7	-1.5	17.7	0.5	-1.0
1974-75		-2.1		0.7	23.3	-1.3	17.3	0.7	-0.7
1975-76									0.0

Sources: Pupil-Teacher ratios from Cicely Watson, et al., The Elementary Teacher, Table 7; and Committee on the Costs of Education, Interim Report Number One, Tables 1 and 2, and Tables 10 and 19.

Enrolment increases from Stager, 1978, p. 46.

established as University Affairs in 1965). In 1950-51, of the $56 million spent on education, just over $43 million went to school authorities as grants, and something less than $8 million went to post-secondary education, an approximate ratio of 5.4 to 1. In 1966-67 the ratio was about 3.2 to 1. In 1970-71 the ratio was about 1.5 to 1. In 1974-75, when $1,331.8 million went to the school authorities and $868.9 million to post-secondary education, the ratio was again about 1.5 to 1. The province's commitments to spend on post-secondary education are apparently well established, at a very high level. They no doubt reflect in part an effort to accommodate the large cohorts that have been moving through the secondary schools since the mid-1960's. The largest of these cohorts are only now moving into the ages to be attending post-secondary education.

In Table 1.2 it was shown that expenditures of the Ministry of Health, which in 1969-70 were less than a third of those of Education, were in 1972-73 slightly greater than expenditures for Education, and in 1974-75 only slightly less than for Education. Just as elementary and secondary education now must share the total provincial education budget with a very expensive university system, education in total must now be accommodated in the provincial budget along with another publicly financed service that is comparably expensive.

Table 1.13 presents the growth history of six provincial expenditure categories for the years 1972-77. Two of the six are Health and Education. One of the others is Treasury, of which the greater part of its expenditures is interest on provincial debt. Total provincial expenditures have grown at an average annual rate of 15.7%, Health at 22.6%, Community and Social Services at 23.4% and Education at 11.7%.

Projections of expenditure are offered for the years 1977-82 and 1982-87. Total expenditures are projected as growing at about 12%. The above-average growth categories are projected to be Transportation and Communications, Health and public debt interest (Treasury), while Education is projected to be a below-average category in its growth.

The economists who have produced these projections must, of course, make some assumptions about policy behaviour. They may well be wrong about the responses policy makers will make to the competing claims for

TABLE 1.13

PROVINCIAL GOVERNMENT EXPENDITURES, 1972 TO 1987
(Percent Average Annual Growth Rate)

EXPENDITURE CATEGORY (in current dollars)	HISTORY[a]	PROJECTION	
	1972-77	1977-82	1982-87
Health	22.6	13.1	14.0
Education	11.7	11.3	10.5
Treasury, etc.	14.9	12.4[b]	12.5[b]
Transportation & Communications	11.3	14.5	13.6
Community & Social Services	23.4	11.0	12.5
Public Debt Interest	11.9	12.8	13.8
Other	14.3	12.3	12.0
Total Expenditures	15.7	12.4	12.5
Inflation in GNP	10.4	6.3	6.8
Inflation in 'All Government'	12.4	7.4	8.1

[a]Historical growth rates should be interpreted with caution, even though every attempt has been made to ensure that the categories are consistently defined.

[b]Imposed at the average growth rate.

Source: Institute for Policy Analysis.

Taken from Foot, 1978, p. 22.

the services and commitments from each of these categories. But unless they are very wrong about future rates of GPP growth and corresponding revenue growth, they can be certain a markedly different growth for Education from the one projected here will be had only at the cost of painful decisions bearing upon commitments implicit under the other categories.

Dealing with the inescapable trade-offs in the growth increments of expenditure categories (and indeed within expenditure categories) is to recognize the costs of some "nice things" provided by the government in terms of other "nice things" government offers. To deal with the trade-offs between increments in the totality of government services and increments in real disposable income per persons is to recognize the complementary contribution of private and public consumption to the quality of our lives (and this, of course, is an important qualifier to the statement in the section above to the effect that RPDI/P is an effective index of our standard of living).

It was mentioned above that employment conditions facing young, relatively well educated people are probably more important to understanding the consequences of the educational expansion, and of the contraction of the education industry associated with declining enrolments, than are general employment conditions. To an important degree, those employment opportunities are a function of public finance.

Table 1.14 shows the number of persons employed by the Government of Ontario, 1959-60 to 1974-75. The rapidly rising government expenditures of the 1960's were associated with a rate of increase in the number of provincial employees comparable to the increase in the number of teachers. Provincial employees as a percent of the labour force peaked in 1970-71 at 2.00%. Growth of employment in the provincial public sector has been sharply curtailed since 1972.

The purport of this is that employment in the provincial public sector has followed a path much like that of employment in teaching. Doubtlessly, the competition for young, relatively well educated workers from these two large segments of publicly financed employment contributed something to the inflation of teachers' salaries, and of the "implicit

TABLE 1.14

EMPLOYMENT BY THE GOVERNMENT OF ONTARIO, 1959-60 TO 1974-75

FISCAL YEAR	GOVERNMENT EMPLOYMENT[1]	GOVERNMENT EMPLOYMENT PER REAL DOLLAR OF GROSS EXPENDITURE[2]	PERCENT OF ONTARIO LABOUR FORCE EMPLOYED BY THE GOVERNMENT[3]
1959-60	32,302	30.8	1.36
1960-61	34,599	33.6	1.44
1961-62	36,468	32.4	1.51
1962-63	39,970	32.8	1.61
1963-64	41,415	32.6	1.62
1964-65	43,141	33.0	1.65
1965-66	45,867	28.8	1.69
1966-67	50,507	27.1	1.78
1967-68	55,733	24.1	1.90
1968-69	57,375	21.7	1.89
1969-70	62,280	24.0	1.99
1970-71	65,018	20.8	2.00
1971-72	64,996	19.1	1.92
1972-73	67,501	17.6	1.92
1973-74	68,634	16.8	1.87
1974-75	69,789	16.3	1.83

[1]As of 31 March.

[2]Persons per one million 1961 dollars.

[3]Labour force is the annual average for the calendar year (so there is an approximate 3-month difference in the two series).

SOURCES: Ontario Civil Service Commission, Annual Reports.
Canadian Statistical Review, various issues.

Taken from Foot, 1977, p. 17.

price index" for government purchased goods and services.

In support of the claim that government competes for many of the same employees as do the schools is the observation that the public sector in Canada employs twice as many university graduates as the much larger private sector. It should be noted, though, that the public sector here includes education. The non-education component of it employs almost half the graduates in the public sector, or nearly one third of the total.[6] Bird points out that in 1975, 27% of public employees in Canada worked for the federal sector, 45% for the provinces (including hospitals) and 29% for local governments (including school boards). More important, during the 1960's, provincial government grew by 8.2% per annum, municipal employment by 3.4% and federal employment by 1.5%.[7] During the period of expansion then, it was the provincial government competing with the largely provincially funded education system for highly qualified new members of the labour force that afforded the fortunate situation of high status and high salary employment opportunities to well educated young people.

Earnings of government employees (teachers and others) improved relative to earnings of employees in the business sector in the 1946-75 period, most of that improvement taking place in the 1960's.[8] As in the case of teachers, improving relative earnings is partially accounted for by the improving quality (education attainments) of government workers.

There is much more to be said about the consequences of the simultaneous growth and contraction of teaching jobs and of other public sector employment. But it is enough at this point to note that rates of employment growth in both areas are so directly a function of public expenditures that, given the difficulties associated with favouring growth in education expenditures at the expense of other expenditure categories, and vice versa, it is difficult indeed to suppose that they can to an important degree be alternately phased sources of opportunities for university trained new members of the labour force expecting well-paying, "salaried" employment.

---

[6] See R.M. Bird, Trends in Public Employment and Pay, Policy Report No. 1, Institute for Policy Analysis, University of Toronto, November 1977, p.36.

[7] Bird, pp. 11, 14.

[8] Bird, 1977, p. 35.

It only remains to be said that the final size and character of our public school system has not been determined entirely by the size of the school age population. It is to a large extent the product of policy choices and public finance decisions. These decisions were made by elected public officials, answerable to public opinion, over the third of a century since the end of World War II.

During these years the direct role of the province in financing education has grown significantly. The provincial assumption of a greater share of that burden is generally conceded to have been motivated primarily by a desire to lower property taxes and to provide a closer approximation to equality of education opportunities across the province. Both of these objectives have been quite effectively served, though the second of them could probably have been served as effectively with much more modest intervention by the province. The reduction of property taxes is the more convincing rationale.

The relocating of the greater part of the financial responsibility for education has been coincidental with a fairly extensive reorganization of municipal governments, and an even more complete restructuring of the boards of education that are the organizational elements of our provincial school system.

The boards in the new system have minimal connections to the municipalities whose citizens they serve and upon whom they levy school assessments. The provincial grants system and its relation to a provincially administered assessment system and to provincially mandated property taxes have reduced the need or motivation to develop a close relationship of boards to municipal governments. Because the decisions as to what the boards will spend have been overwhelmingly the business of the province, the boards have taken on the financial character of administrative units of the central government. This administrative role requires very little in the way of a relationship with the municipalities, and through them with the taxpayers.

It now appears, however, that the government of the province will experience formidable pressures to reduce the portion of provincial revenues going to the school system. Declining enrolments may allow

this without reducing the resources per student or increasing the burden on local ratepayers. It will, however, require the boards to depend more on the taxpayers in the municipalities they serve.

Virtually all standard notions of equitable taxation and efficient government require accountability of taxing and spending authorities to taxpayers or their representatives. Our present organization of boards of education does not make the board as a spending authority effectively responsible, even indirectly, to the ratepayers. Municipal councils are in effect tax gatherers for the boards. A system of education finance depending on accountability to ratepayers suggests a reordering of board-municipality relationships. Whether there will in fact be such a reordering is an important public finance decision. If it is decided that there will be, designing the new order of relationships will be a first-order challenge to the science of public finance.

Chapter 2

The Population of Ontario: Components & Structure

Ontario, like most other provinces and most other countries of the developed Western World, finds itself in a paradoxical situation. Total population grows steadily and will continue to do so for years, partly through international and interprovincial migration but in large part through natural increase (excess of births over deaths). Yet within the population certain age groups have declined drastically in numbers owing to the very substantial decreases in the number of live births since 1960. Other age groups, however, have increased substantially, owing to the large number of live births which occurred during the last few years of World War II and especially during the period of the "Baby Boom" from 1946 to 1960.

Unless "smoothed out" by migration from other provinces and countries, these "waves" must inevitably work their way through all ages, up to old age and finally death. Since the migration numbers vary by age, and from year to year, we have one or more sets of waves superimposed upon another, and in certain years (where the peaks and valleys of the sets of waves coincide) the resultant composite wave exhibits very great deviations from one age group to another.

As a matter of fact, what Ontario is experiencing today is one of the weirdest age distributions in its history, even more unusual than that caused by the Great Depression, but perhaps not any stranger than that which occurred in Western Canada at the time of the homesteading of the Prairies where I was born. A strange feature of growing up in those days was the thought that old people (to me, at the time, anyone over the age of 40 to 50 was very old) lived only down East. But now, in practically all parts of Canada, the number of births is so low that the absence of toddlers and babes-in-arms has become very noticeable. For many of us, the evidence was too clear to be missed at the 1977 Halloween Trick or Treat night: The little ones were not there! Nor are their foods, clothes and toys to be found very easily these days in any large department store.

The Story of All Our People in Ontario

To illustrate the growth of total population, Table 2.1 shows for Ontario and its counties and districts the populations enumerated at the censuses for the past 45 years, from 1931 to 1976, plus an estimate (made by OISE, and checked in each local area) for 1981. Growth has been steady; it has also been extraordinarily uneven across this province (possibly more so than in any sister province except Quebec).

For the smaller census subdivisions and their populations during this period, the reader should refer to the Statistical Appendix being published (in multilith format) as a separate volume, containing all the detailed figures we have collected to date.

The first "line graphs", Charts 2.1(a) to 2.1(d) of this chapter present the general sets of figures of these distributions from 1931 to 1981 pictorially.

Since the recent period is of most interest, we show separately in Table 2.2 the growth (or lack of it) for the period 1971 to 1976, again for counties and districts, the changes in actual numbers as well as in percentages (and in the Statistical Appendix a set of sub-tables for metropolitan areas and census agglomerations, using the terms as defined in the censuses). These have been depicted in the form of a coloured map of the province as Chart 2.2 and as a set of bar graphs in Charts 2.3 and 2.4 for numbers and percentages, respectively.

Obviously, population is increasing at a surprisingly steady and relentless pace, as shown in Table 2.3, which compares by quarters the 1975, 1976 and 1977 growth rates of Ontario with those of Canada (not very different), Nova Scotia (somewhat lower), Quebec (much lower) and Alberta (much higher). The fourth quarter for Quebec, by the way, is quite low, and perhaps the figures will be adjusted upwards in a later issue of the Statistical Review.

These figures reveal what the general public knows and believes: Ontario is steadily increasing in population, with little or no signs of change. Small wonder, then, that the educators' story of declining school enrolments is greeted with disbelief and probably viewed as some sort of "con game" to gain sympathy and more money for the education

TABLE 2.1

POPULATION GROWTH IN ONTARIO, BY COUNTY AND DISTRICT, ACTUAL 1931-1976 AND PROJECTED FOR 1981

Subdivision	ACTUAL								PROJECTED
	1931	1941	1951	1956	1961	1966	1971	1976[1]	1981
Algoma-District	46,444	52,002	64,496	82,059	111,408	113,561	121,937	122,883	123,325
Brant-County	53,476	56,695	72,857	77,992	83,839	90,945	96,767	99,099	103,490
Bruce-County	42,286	41,680	41,311	42,070	43,036	43,085	47,385[a]	57,472	65,410
Cochrane-District	58,033	80,730	83,850	86,768	95,666	97,334	95,879[a]	96,825	96,770
Dufferin-County	14,892	14,075	14,566	15,569	16,095	17,108	21,200	28,528	33,170
Stormont-County	32,524	40,905	48,458	56,452	57,867	59,550	61,302	61,173	61,030
Dundas-County	16,098	16,210	15,818	16,978	17,162	17,106	17,457	18,507	19,130
Glengarry-County	18,666	18,732	17,702	18,693	19,217	18,181	18,480	19,270	19,570
Durham-County	25,782	25,215	30,115	35,827	39,916	44,549	47,494		
Durham-Regional Municipality							217,430[a]	247,473	275,000
Elgin-County	43,436	46,150	55,518	59,114	62,862	61,912	66,608	69,092	71,585
Essex-County	159,038	173,356	215,894	245,420	256,774	280,922	306,397[a]	310,362	311,497
Frontenac-County	45,756	53,717	66,099	76,534	87,534	97,138	101,692	108,052	112,610
Grey-County	57,699	57,160	58,960	60,971	62,005	62,592	66,403	72,176	76,650
Grenville-County	16,327	15,989	17,045	20,563	22,864	23,429	24,316	26,025	27,330
Haldimand-Norfolk Regional Municipality	52,787	57,465	66,846	72,189	78,672	80,598	86,714[a]	89,252	94,000
Haliburton-Provisional County	5,997	6,695	7,670	8,012	8,928	7,768	9,081	10,795	12,160
Halton-County	26,558	30,564	46,830	71,611	117,623	151,924	189,851[a]	228,497	267,000
Hamilton-Wentworth Regional Municipality	190,019	204,672	263,256	312,924	348,181	383,175	401,239[a]	409,490	419,000
Hastings-County	58,846	63,322	74,298	83,745	93,377	94,127	99,393	105,837	110,970
Huron-County	45,180	43,742	49,280	51,728	53,805	54,446	52,951	56,007	58,725
Kenora-District	25,919	33,372	39,212	47,156	51,474	53,995	53,230	57,980	59,580
Kent-County	63,607	67,220	80,384	86,843	90,871	96,406	101,120[a]	106,130	111,396
Lambton-County	54,674	56,925	74,960	89,939	102,131	108,234	114,314	120,576	125,235
Lanark-County	32,856	33,143	35,601	38,025	40,313	41,212	42,259	44,197	45,210
Leeds-County	35,157	36,042	36,831	43,077	46,889	49,129	50,093	52,579	54,290
Lennox-Addington-County	18,883	18,469	19,544	21,611	23,717	25,202	28,359	32,633	37,200
Manitoulin-District	10,734	10,841	11,214	11,060	11,176	10,544	10,931	10,893	10,895
Middlesex-County	118,241	127,166	162,139	190,897	221,422	249,403	282,014	303,745	336,890
Muskoka-District Municipality	20,985	21,835	24,713	25,134	26,705	27,691	31,938	36,691	39,930
Niagara-Regional Municipality	136,930	158,902	212,599	261,346	291,415	324,917	347,328	365,438	384,300
Nipissing-District	41,207	43,315	50,517	60,452	70,568	73,533	78,867[a]	81,739	83,970
Northumberland-County	31,452	30,786	33,482	38,018	41,892	45,074	59,227[a]	64,441	74,580
Ontario-County	59,667	65,718	87,088	108,440	135,895	170,818	196,257		
Ottawa-Carleton Regional Municipality	174,056	206,367	246,298	287,246	358,410	413,692	471,931	520,533	558,300
Oxford-County	48,454	51,610	59,440	65,897	71,169	76,018	80,407[a]	85,337	90,150
Parry Sound-District	25,900	30,083	27,371	28,095	29,632	28,335	30,244	32,654	33,700
Peel-Regional Municip.	28,156	31,539	55,673	83,108	111,575	172,321	259,874[a]	375,910	476,500
Perth-County	50,763	49,058	51,962	54,388	56,782	60,424	62,973	66,279	69,040
Peterborough-County	43,958	47,392	60,789	67,981	76,375	81,959	92,417[a]	99,930	108,007
Prescott-Russell-County	39,067	38,862	39,191	40,669	42,640	42,033	44,119	48,835	51,800
Prince Edward-County	16,693	16,750	18,559	21,145	21,108	21,307	20,640	22,559	24,100
Rainy River- District	17,359	19,132	22,132	25,483	26,531	25,816	25,750	24,768	24,000
Renfrew-County	52,227	54,720	66,717	78,245	89,635	89,453	90,875	89,099	88,250
Simcoe-County	83,667	87,057	106,482	127,016	141,271	149,132	175,965[a]	210,691	239,790
Sudbury-District	58,251	80,815	109,590	141,975	165,862	174,102	198,079[a]	194,992	191,335
Thunder Bay-District	65,118	85,200	105,367	122,890	138,516	143,673	145,390	150,647	154,270
Timiskaming-District	37,043	50,604	50,016	50,264	50,971	47,154	46,442[a]	43,760	42,395
Metropolitan Toronto-Municipality	818,348	909,928	1,117470	1,358028	1,618787	1,881691	2,089729[a]	2,124291	2,188000
Victoria-County	25,844	25,934	27,127	28,248	29,750	30,917	36,641[a]	43,543	49,410
Waterloo-Regional Municipality	89,852	98,720	126,123	148,774	176,754	216,728	254,681[a]	289,129	322,100
Wellington-County	58,164	59,453	66,930	75,691	84,702	94,177	108,727	123,736	133,220
York-Regional Municip.	38,607	41,621	59,152	82,573	114,321	136,328	166,060	203,915	248,784
Province of Ontario	3,431683	3,787655	4,597542	5,404933	6,236092	6,960870	7,703106	8,264465	8,815049

Note: [1] Based on 1976 Area

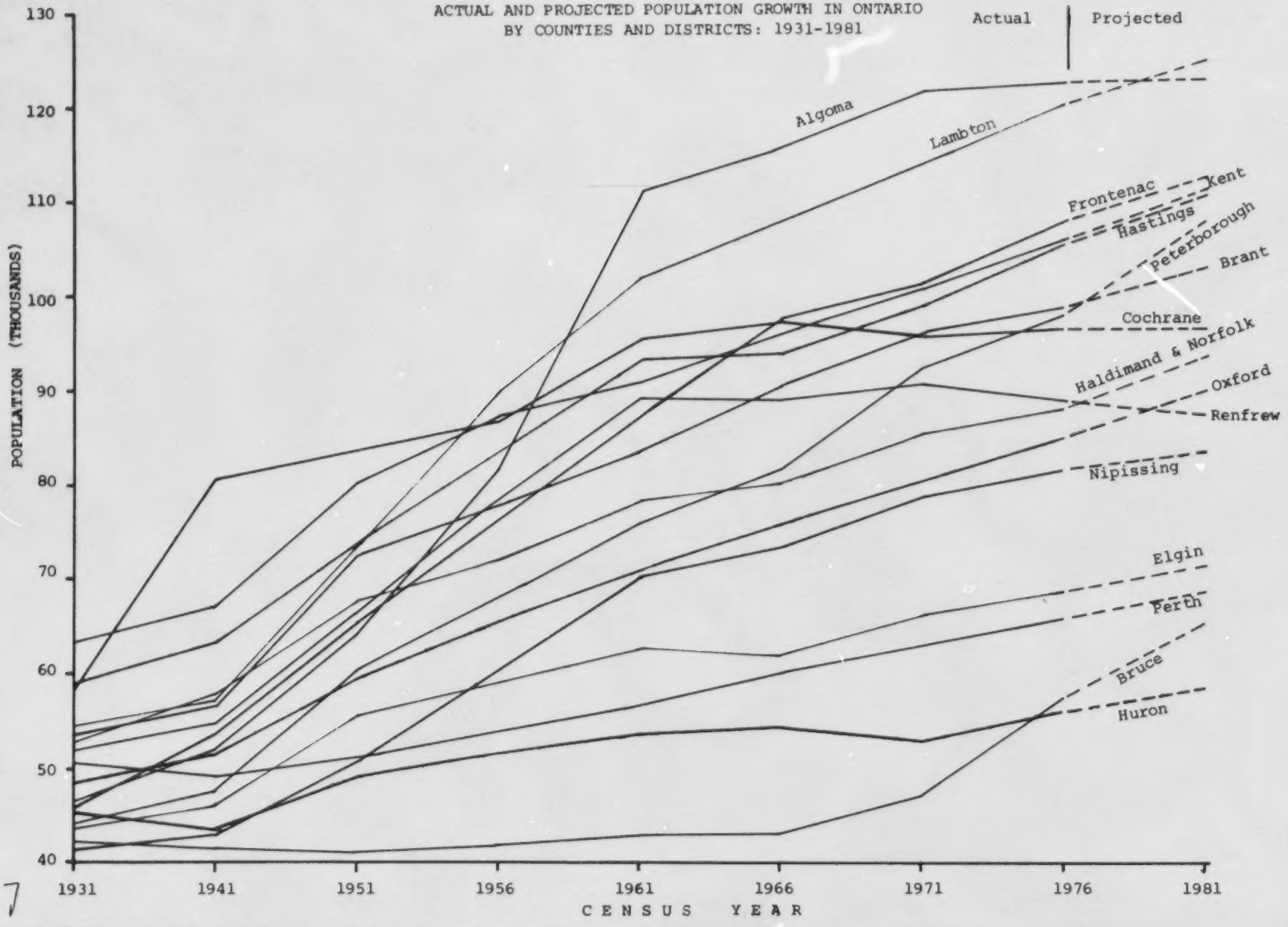
[a] Adjusted figures due to boundary changes

Sources: 1931-1971 Statistics Canada, 1971 Census, Population Census Subdivisions (Historical) Catalogue 92-702, Vol. 1 - Part 1 (Bulletin 1.1-2)

1976, Statistics Canada, 1976 Census, Population: Geographic Distributions Catalogue 92-804 (Bulletin 1.5)

CHART 2.1(a)

ACTUAL AND PROJECTED POPULATION GROWTH IN ONTARIO
BY COUNTIES AND DISTRICTS: 1931-1981



67

68

CHART 2.1 (b)

ACTUAL AND PROJECTED POPULATION GROWTH IN ONTARIO
BY COUNTIES AND DISTRICTS: 1931-1981

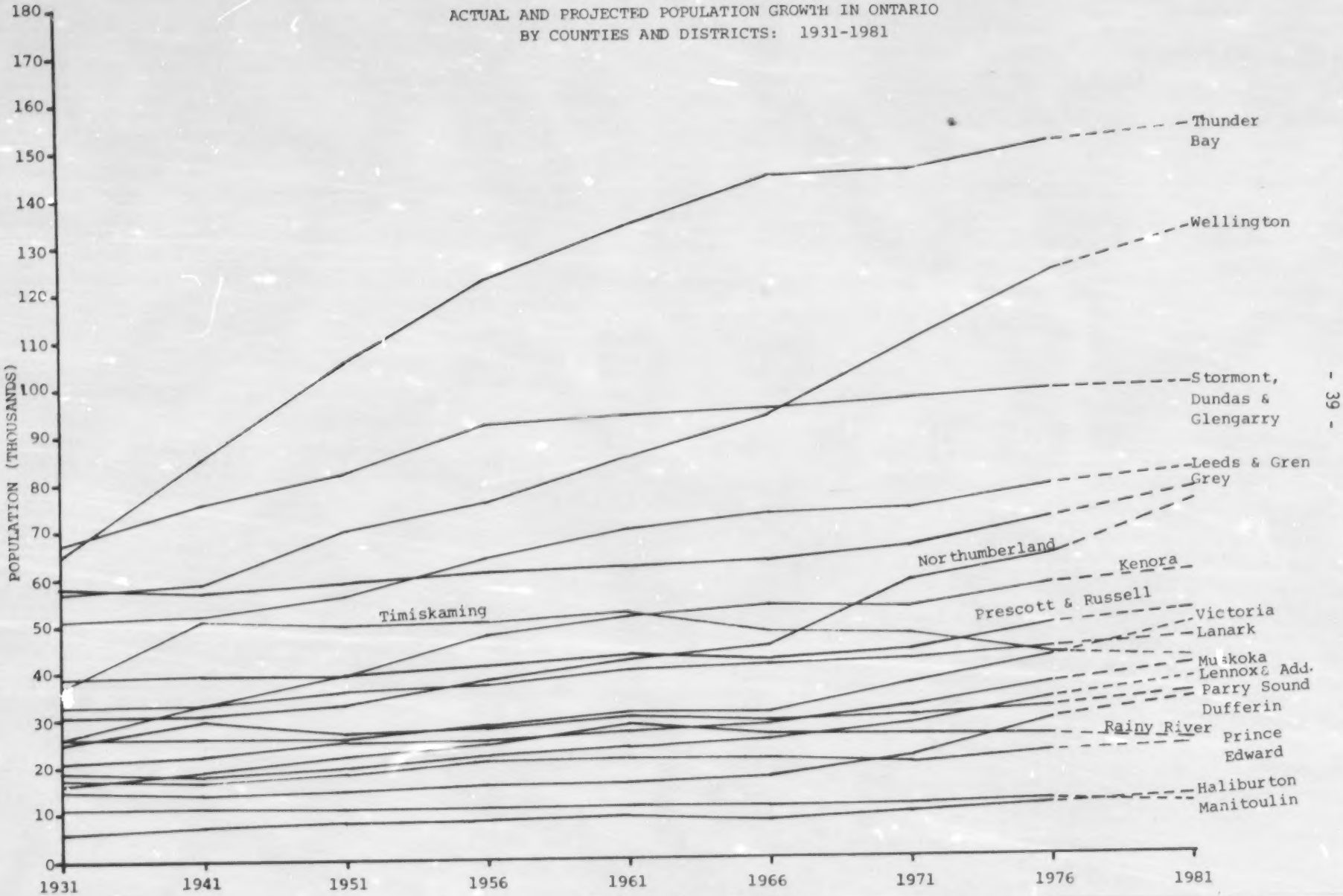


CHART 2.1(c)

ACTUAL AND PROJECTED POPULATION GROWTH IN ONTARIO
BY COUNTIES AND DISTRICTS: 1931-1981

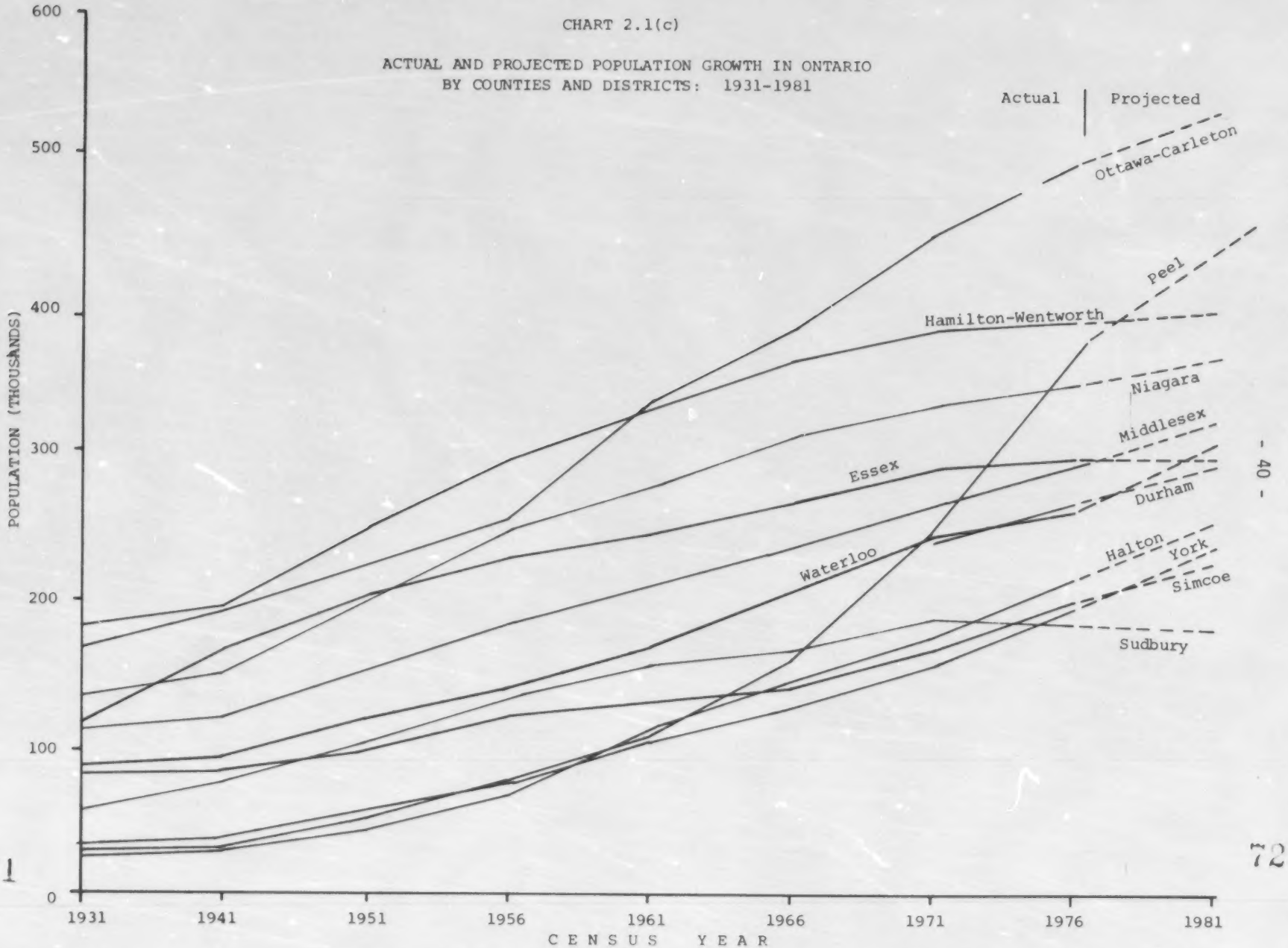


CHART 2.1(d)

ACTUAL AND PROJECTED POPULATION GROWTH FOR METROPOLITAN TORONTO AND ONTARIO: 1931-1981

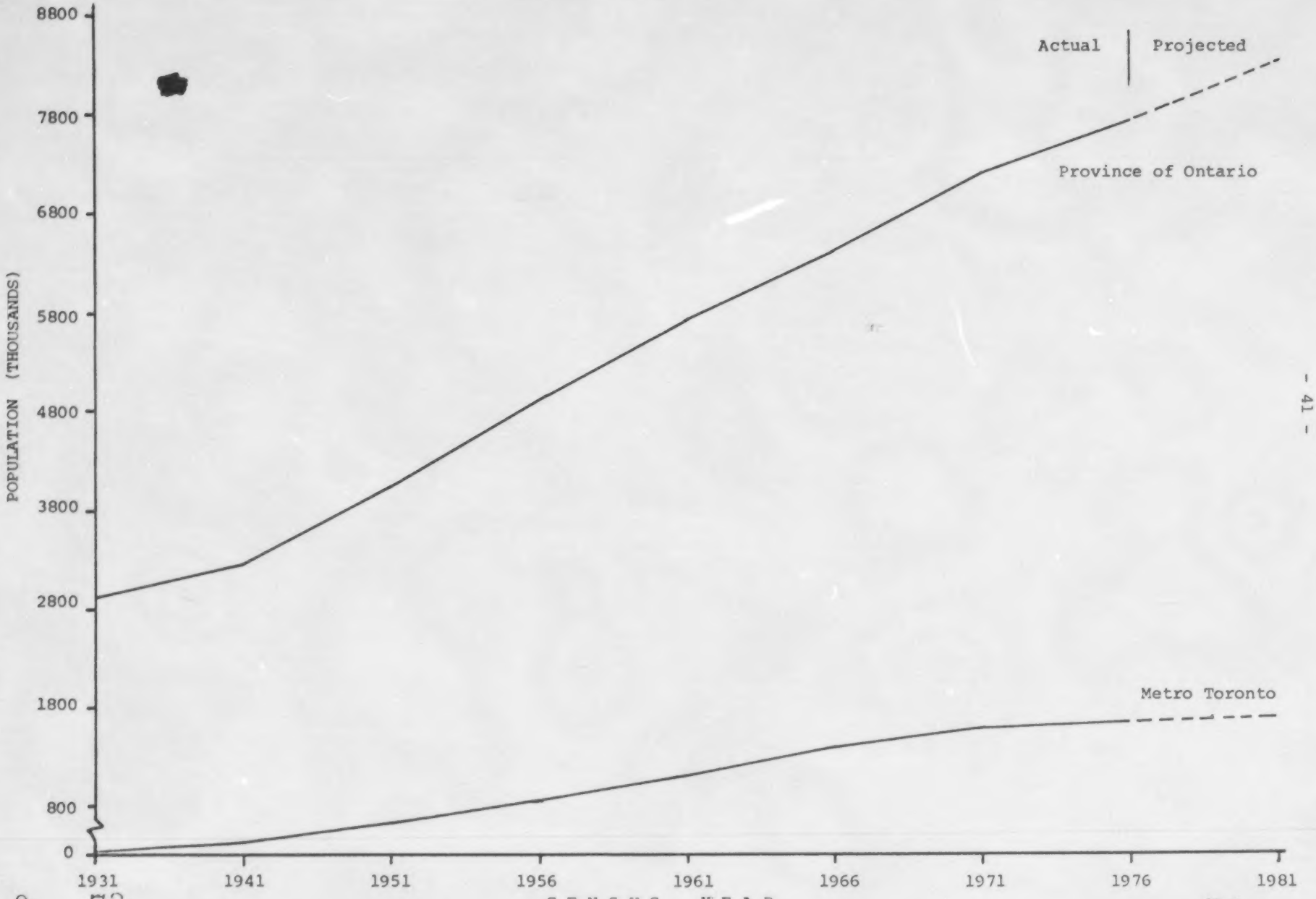


TABLE 2.2

GROWTH OR DECLINE OF POPULATION IN ONTARIO,
BY COUNTY AND DISTRICT, 1971-76

- 42 -

COUNTY/DISTRICT	1971	1976	NUMBER	PERCENT
ALGOMA	121,937	122,883	946	0.8
BRANT	96,767	99,099	2,332	2.4
BRUCE	47,385	57,472	10,087	21.3
COCHRANE	95,879	96,825	946	1.0
DUFFERIN	21,200	28,528	7,328	34.6
DUNDAS	17,457	18,507	1,050	6.01
ELGIN	66,608	69,092	2,484	3.7
ESSEX	306,397	310,362	3,965	1.3
FRONTENAC	101,692	108,052	6,360	6.3
GLENGARRY	18,480	19,270	790	4.3
GRENVILLE	24,316	26,025	1,709	7.0
GREY	66,403	72,176	5,773	8.7
HALDIMAND-NORFOLK	86,717	89,255	2,538	2.9
HALIBURTON	9,081	10,795	1,714	18.9
HALTON	189,851	228,497	38,646	20.4
HAMILTON-WENTWORTH	401,239	409,490	8,251	2.1
HASTINGS	99,393	105,837	6,444	6.5
HURON	52,951	56,007	3,056	5.8
KENORA	53,230	57,980	4,750	8.9
KENT	101,118	106,130	5,010	5.0
LAMBTON	114,314	120,576	6,262	5.5
LANARK	42,257	44,195	1,938	4.6
LEEDS	50,089	52,575	2,486	5.0
LENNOX AND ADDINGTON	28,361	32,635	4,274	15.1
MANITOULIN	10,933	10,895	- 38	- 0.4
MIDDLESEX	282,016	303,745	21,731	7.7
MUSKOKA	31,938	36,691	4,753	14.9
NIAGARA	347,328	365,438	18,110	5.2
NIPISSING	78,867	81,739	2,872	3.6
OTTAWA-CARLETON	471,931	520,533	48,602	10.3
OXFORD	80,410	85,340	4,930	6.1
PARRY SOUND	30,244	32,654	2,410	8.0
PEEL	259,874	375,910	116,036	44.6
PERTH	62,974	66,280	3,306	5.3
PETERBOROUGH	92,417	99,930	7,513	8.1
PRESCOTT	27,832	29,100	1,268	4.6
PRINCE EDWARD	20,640	22,559	1,919	9.3
RAINY RIVER	25,750	24,768	-982	- 3.8
RENFREW	90,875	89,099	-1,776	- 2.0
RUSSELL	16,287	19,735	3,448	21.2
SIMCOE	171,433	210,691	39,259	22.9
STORMONT	61,302	61,173	-129	- 0.2
SUDBURY	198,079	194,992	-3,087	- 1.6
THUNDER BAY	145,390	150,647	5,257	3.6
TIMISKAMING	46,442	43,760	-2,682	- 5.8
METRO TORONTO	2,089,729	2,124,291	34,562	1.7
VICTORIA	36,641	43,543	6,902	18.8
WATERLOO	254,681	289,129	34,448	13.5
WELLINGTON	108,727	123,736	15,009	13.8
YORK	166,060	203,915	37,855	22.8

CHART 2.2

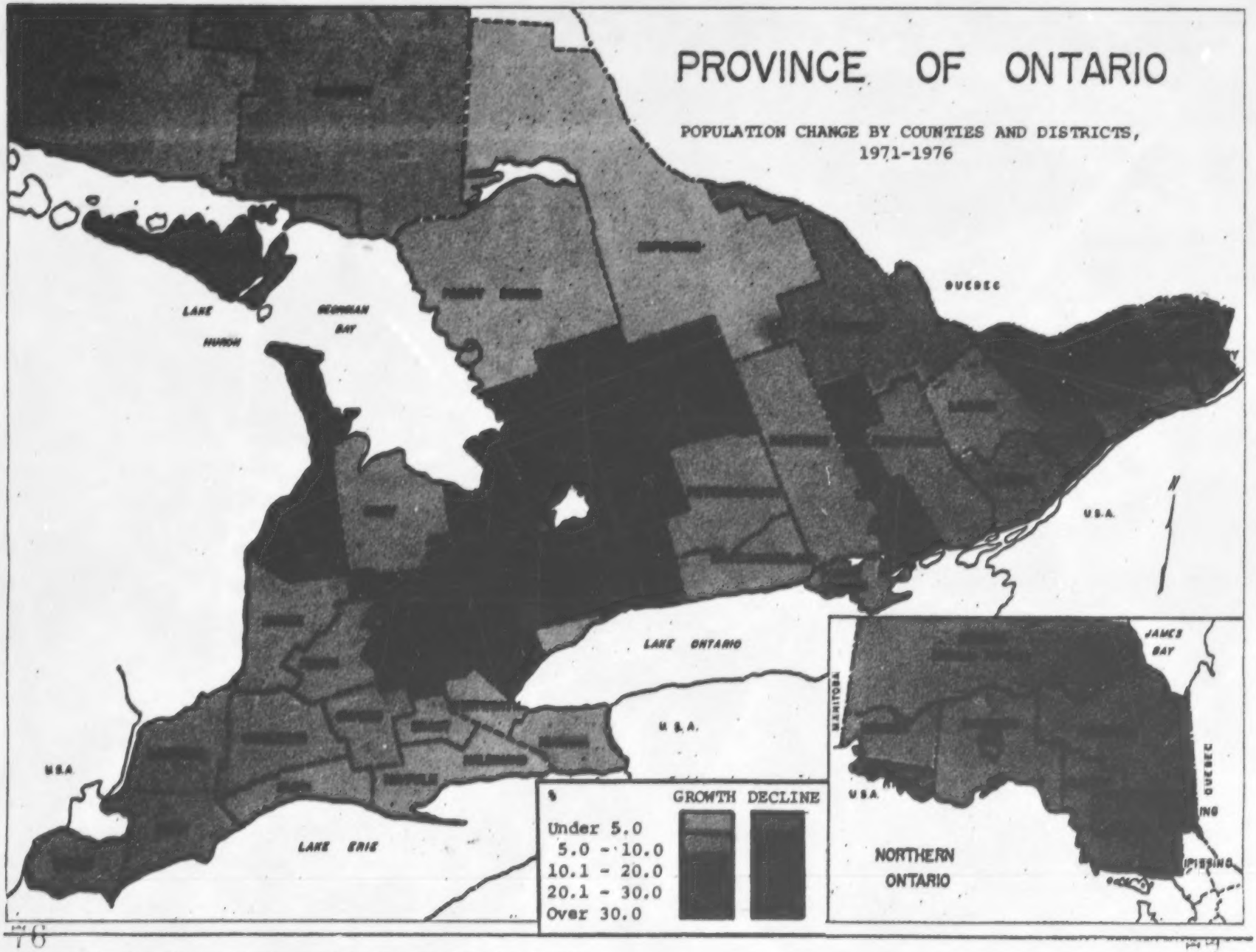
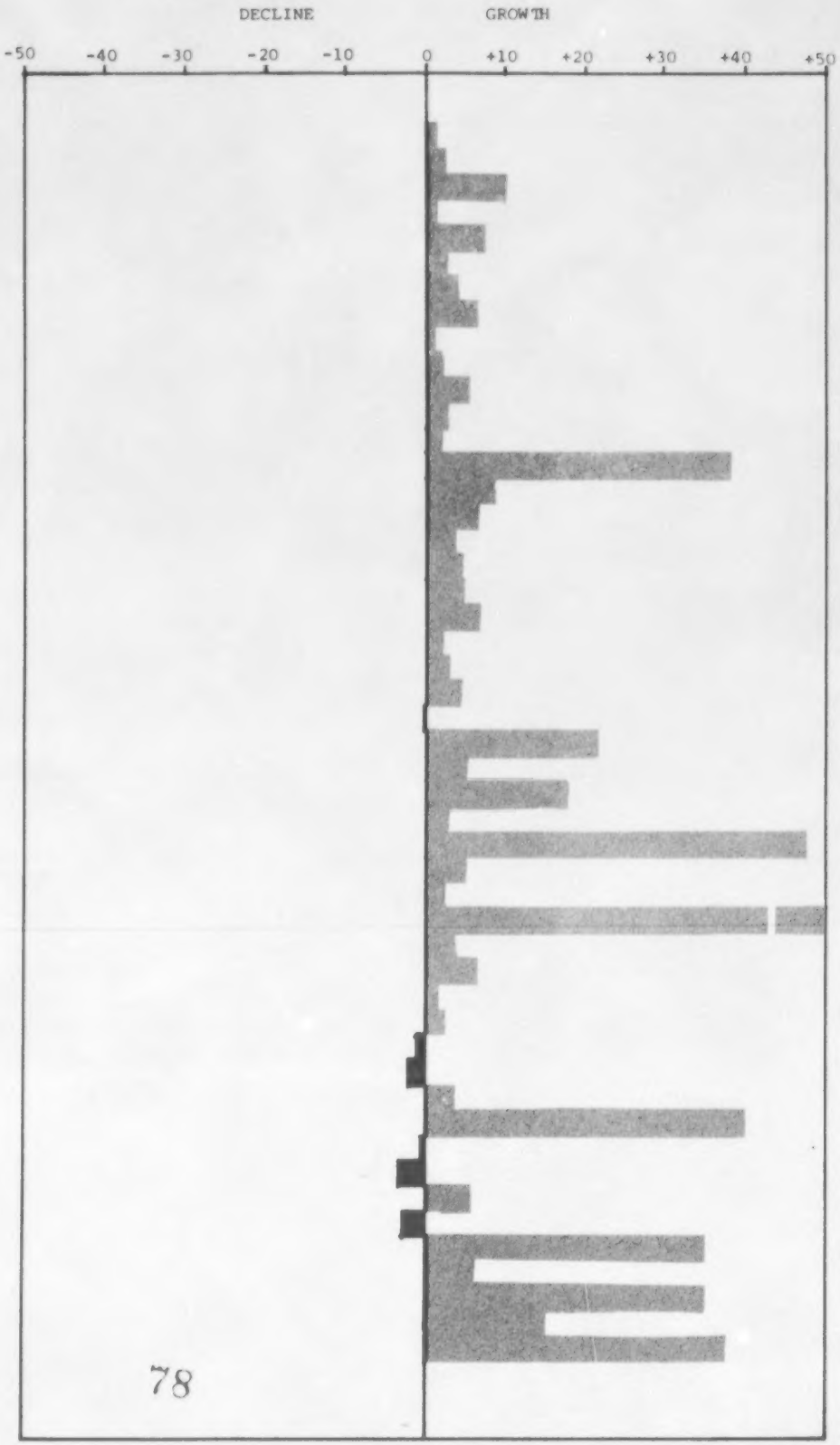

PROVINCE OF ONTARIO
POPULATION CHANGE BY COUNTIES AND DISTRICTS,
1971-1976
LAKE HURON
GEORGIAN BAY
QUEBEC
U.S.A.
LAKE ONTARIO
U.S.A.
U.S.A.
LAKE ERIE
%
GROWTH
DECLINE
Under 5.0
5.0 - 10.0
10.1 - 20.0
20.1 - 30.0
Over 30.0
JAMES BAY
MANITOBA
U.S.A.
QUEBEC
NORTHERN ONTARIO

CHART 2.3

GROWTH OR DECLINE OF POPULATION IN ONTARIO, 1971 - 1976

IN THOUSANDS



1. Algoma
2. Brant
3. Bruce
4. Cochrane
5. Dufferin
6. Elgin
7. Essex
8. Frontenac
9. Glengarry
10. Grenville
11. Grey
12. Haldimand-Norfolk
13. Haliburton
14. Halton
15. Hamilton-Wentworth
16. Hastings
17. Huron
18. Kenora
19. Kent
20. Lambton
21. Lanark
22. Leeds
23. Lennox and Addington
24. Manitoulin
25. Middlesex
26. Muskoka
27. Niagara
28. Nipissing
29. Ottawa-Carleton
30. Oxford
31. Parry Sound
32. Peel
33. Perth
34. Peterborough
35. Prescott
36. Prince Edward
37. Rainy River
38. Renfrew
39. Russell
40. Simcoe
41. Stormont
42. Sudbury
43. Thunder Bay
44. Timiskaming
45. Toronto Metropolitan
46. Victoria
47. Waterloo
48. Wellington
49. York

CHART 2.4

PERCENTAGE POPULATION CHANGE, 1971-76

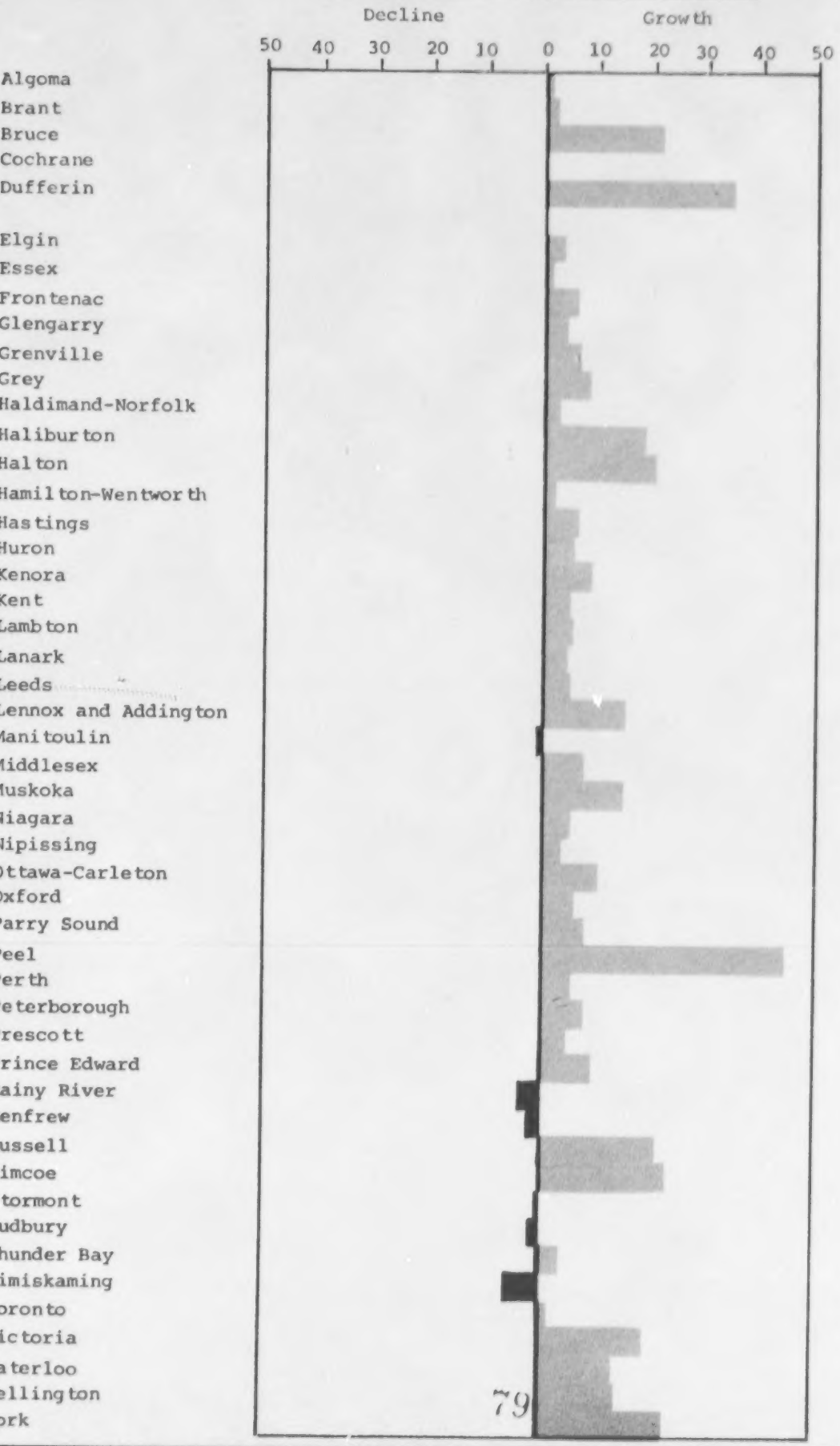


TABLE 2.3

TOTAL POPULATION OF CANADA, FOR CERTAIN PROVINCES
(QUARTERLY REPORTS FOR RECENT YEARS: STATISTICS CANADA)

A. NUMBERS

Year	Quarter	Population Estimates				
		Canada	Nova Scotia	Quebec	Ontario	Alberta
1974	4	22,490,500	814,700	6,144,000	8,099,700	1,741,400
1975	1	22,568,700	816,700	6,155,600	8,124,900	1,755,700
	2	22,639,400	818,500	6,167,200	8,149,800	1,768,900
	3	22,726,900	820,300	6,184,500	8,181,900	1,782,500
	4	22,815,700	824,000	6,198,100	8,211,800	1,799,000
1976	1	22,883,900	826,500	6,211,500	8,228,800	1,814,400
	2	22,946,300	827,700	6,224,600	8,250,000	1,828,100
	3	23,025,400	829,400	6,240,000	8,278,100	1,843,700
	4	23,111,300	832,700	6,255,400	8,306,100	1,862,300
1977	1	23,179,600	833,900	6,265,600	8,329,700	1,878,000
	2	23,242,900	834,500	6,276,100	8,354,700	1,890,200
	3	23,315,600	835,700	6,285,100	8,383,900	1,904,200
	4	23,368,100	838,000	6,283,500	8,417,000	1,923,000

B. GROWTH INDEXES (RATIO TO PREVIOUS QUARTER X 1,000)

1975	1	1,003.5	1,002.5	1,001.9	1,003.1	1,008.2
	2	1,003.1	1,002.2	1,001.9	1,003.1	1,007.5
	3	1,003.9	1,002.2	1,002.8	1,003.9	1,007.7
	4	1,003.9	1,004.5	1,002.2	1,003.7	1,009.3
	Average	1,003.6	1,002.9	1,002.2	1,003.5	1,008.2
1976	1	1,003.0	1,003.0	1,002.2	1,002.1	1,008.6
	2	1,002.7	1,001.5	1,002.1	1,002.6	1,007.6
	3	1,003.4	1,002.1	1,002.5	1,003.4	1,008.5
	4	1,003.7	1,004.0	1,002.5	1,003.4	1,010.1
	Average	1,003.2	1,002.7	1,002.3	1,002.9	1,008.7
1977	1	1,003.0	1,001.4	1,001.6	1,002.8	1,008.4
	2	1,002.7	1,000.7	1,001.7	1,003.0	1,006.5
	3	1,003.1	1,001.4	1,001.4	1,003.5	1,007.4
	4	1,003.1	1,002.8	999.7	1,003.9	1,009.9
	Average	1,003.0	1,001.6	1,001.1	1,003.3	1,008.1

system. Something of the message is getting through, fortunately, since enough schools were closed and staffs reduced at the elementary school level between 1971 and 1976 to become noticeable.

Charts 2.5 and 2.6 show coloured maps of the province for public schools and Roman Catholic separate schools, respectively, representing by different colours the percentage enrolment decreases (and increases, in a few cases) between 1971 and 1976. The actual figures for each of the years (September 30th enrolment) are given in Table 2.4, for public, separate, total elementary, secondary, and total enrolment of the province for each year from 1966 to 1976. These are not estimates, but actual enrolments for the whole province from which the values depicted on the maps were extracted.

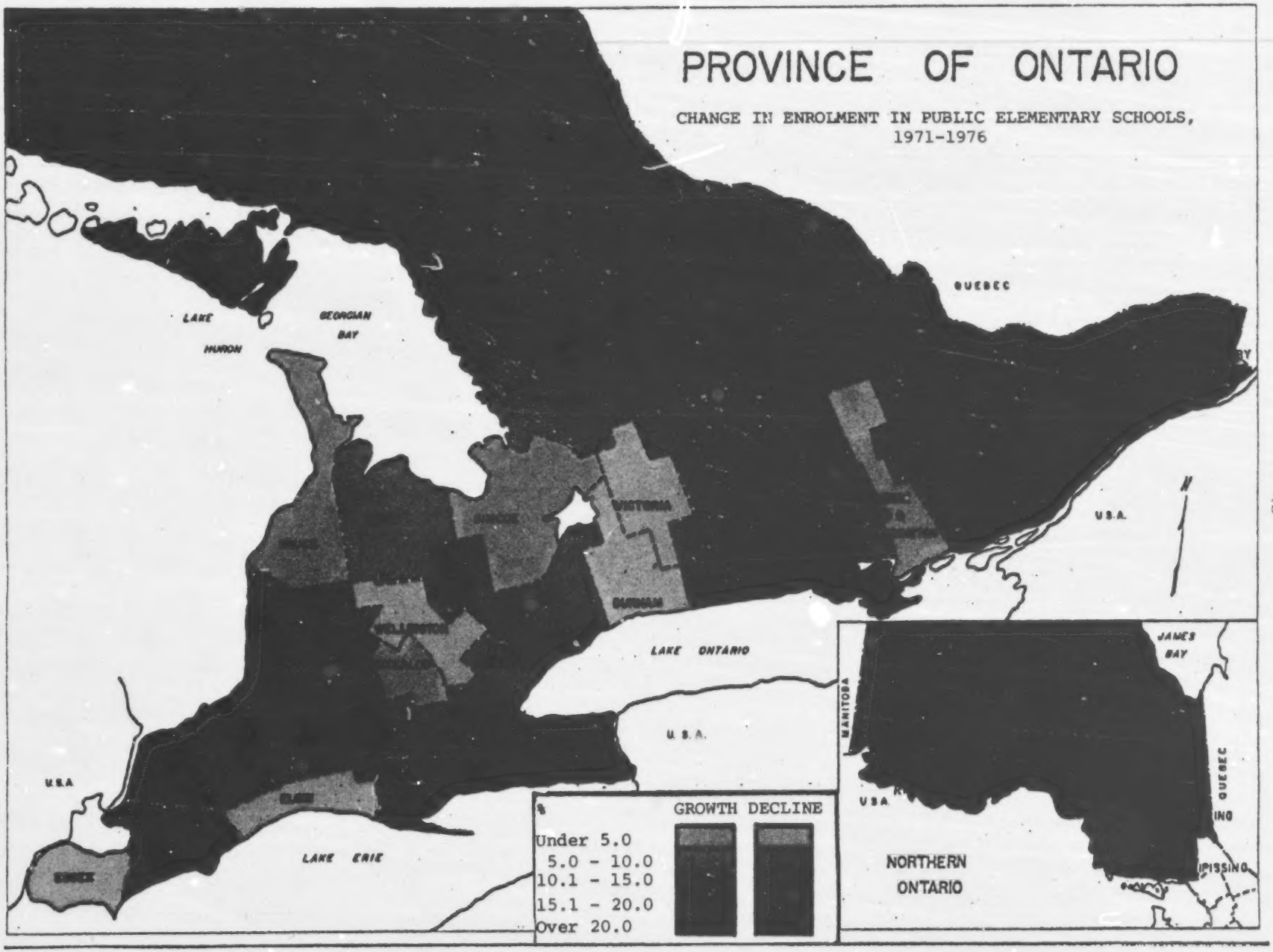
Clearly, the period from 1971 to 1976 has been a difficult one of contraction for elementary schools. The difficulties have been partially hidden by changes in pupil-teacher ratios and the virtual completion of the systems of senior kindergartens, junior kindergartens and special education programs across most of the province. Secondary schools were not yet affected, except in a few areas, and indeed continued to expand enrolment as the peak of the Baby Boom reached them. This helped hide the declines in the lower sectors of the school system. (The decline does seem to be noticeable, by the way, in the preliminary 1977 secondary school enrolment data.)

Many other strange things have been happening beneath the smooth surface of the advancing wave of total population growth in Ontario.

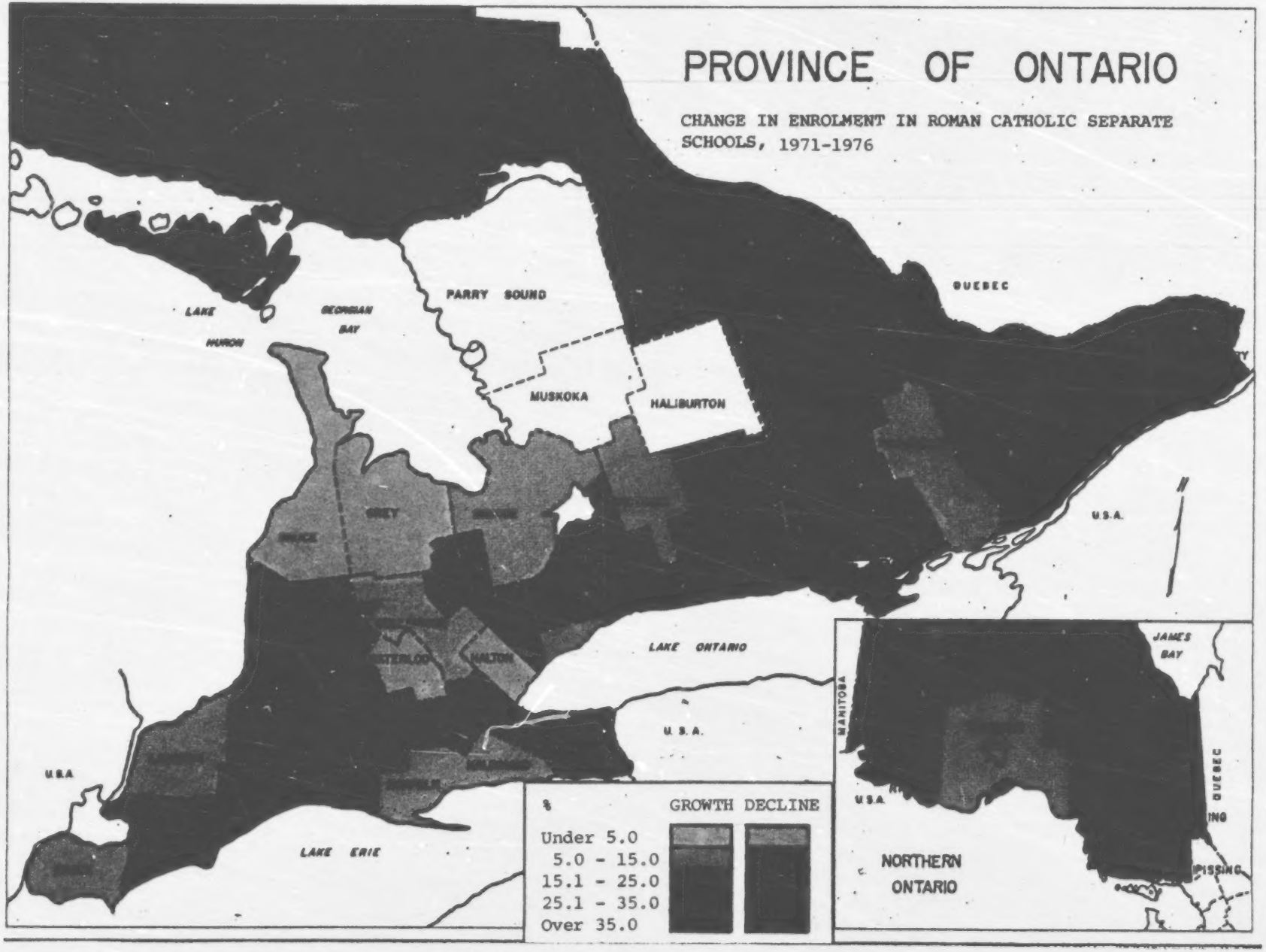
We have become an urbanized, or at least a non-farm people, as shown by the 1931-71 urban-rural figures in Table 2.5 and the moving shaded bars of Chart 2.7 for the same period. There has also been a flight from the cities to the suburban areas between 1971 to 1976. Most parts of Canada show the same trend, but the heavy flow of migrants into Ontario, largely to the urban centres and their rings of suburbs, has hastened the transition here (and speeded up the covering of the fertile farmlands of Southern Ontario with buildings and asphalt).

The ratios of males to females, by five-year age groups, have been changing, and the sex-ratio figures presented in Table 2.6 and shown in

Chart 2.5



The Commission on Declining School Enrolments in Ontario (CODE)



The Commission on Declining School Enrolments in Ontario (CODE)

TABLE 2.4

TEN YEARS OF POPULATION AND SCHOOL

ENROLMENT GROWTH

ONTARIO: 1967 TO 1976

Year	Total Population	Elementary and Secondary School Enrolment[2]				
		Elementary School			Total Secondary School	Grand Total
		Public	Separate	Total		
1967	7,127,000	1,002,555	402,497	1,405,052	463,736	1,868,788
1968	7,262,000	1,021,676	408,914	1,430,590	500,807	1,931,397
1969	7,385,000	1,042,561	413,556	1,456,117	530,679	1,986,796
1970	7,551,000	1,047,055	418,433	1,465,488	556,913	2,022,401
1971	7,703,000	1,034,703	422,137	1,456,840	574,520	2,031,360
1972	7,834,000	1,022,935	422,166	1,445,101	583,013	2,028,114
1973	7,939,000	998,668	424,217	1,422,885	585,725	2,008,610
1974	8,094,000	977,545	427,294	1,404,839	589,650	1,994,489
1975	8,226,000	961,625	427,853	1,389,478	605,160	1,994,638
1976	8,264,000	937,292	422,793	1,360,085	613,055	1,973,140

Sources: Ontario Statistical Review, TEIGA

[2]Annual Reports of the Ontario Minister of Education

TABLE 2.5

URBAN-RURAL DISTRIBUTION IN ONTARIO,

1931 TO 1971

Census Years	Total No.	Urban No.	Urban %	Rural No.	Rural %
1931	3,431,683	2,095,992	61.1	1,335,691	38.9
1941	3,787,655	2,591,494	68.4	1,196,161	31.6
1951	4,597,542	3,375,825	73.4	1,221,717	26.6
1956	5,404,933	4,102,919	75.9	1,302,014	24.1
1961	6,236,092	4,823,529	77.4	1,412,563	22.6
1966	6,960,870	5,593,440	80.4	1,367,430	19.6
1971	7,703,105	6,343,630	82.4	1,359,475	17.6

Source: Statistics Canada, Vol. 1, Part 1, Cat. No. 92-709

CHART 2.7

URBAN-RURAL DISTRIBUTION OF POPULATION IN ONTARIO, 1931 to 1971

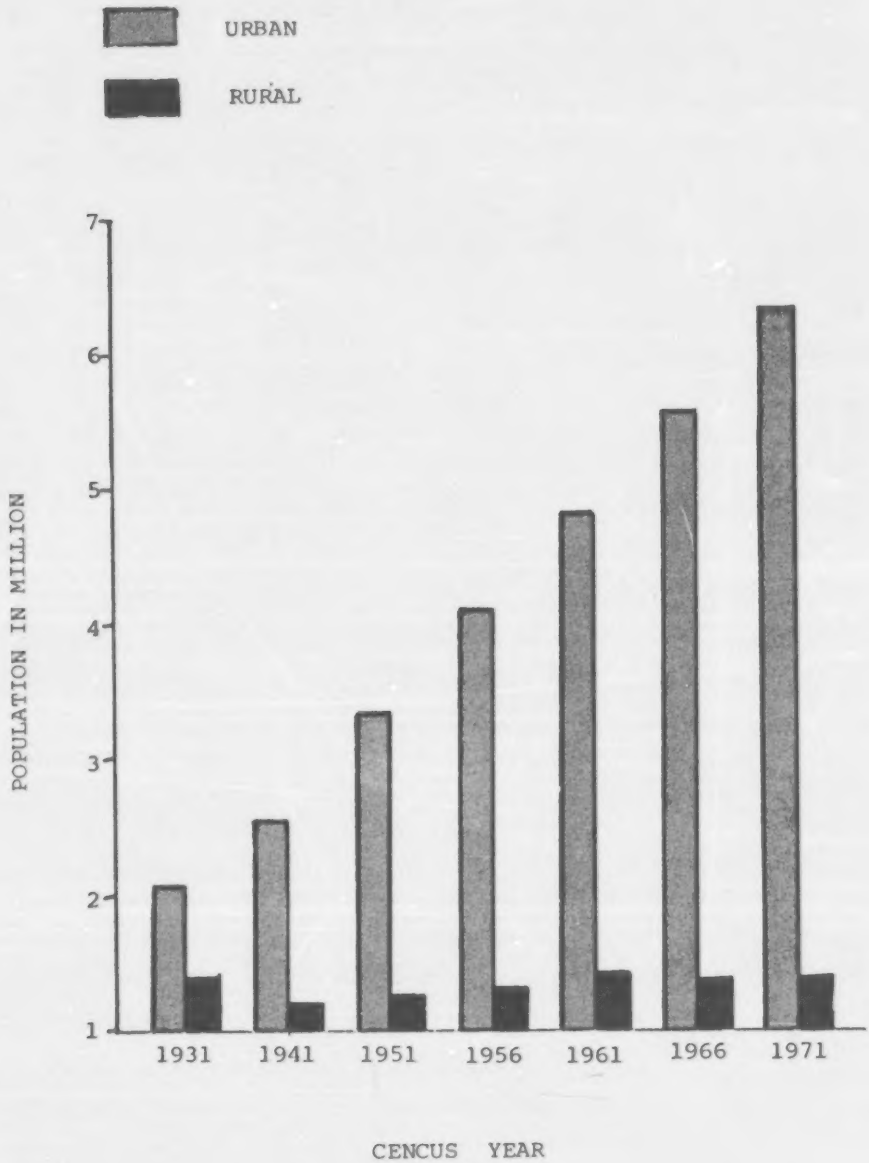


TABLE 2.6

SEX RATIO IN PERCENT BY AGE GROUPS IN ONTARIO, 1931 - 1976

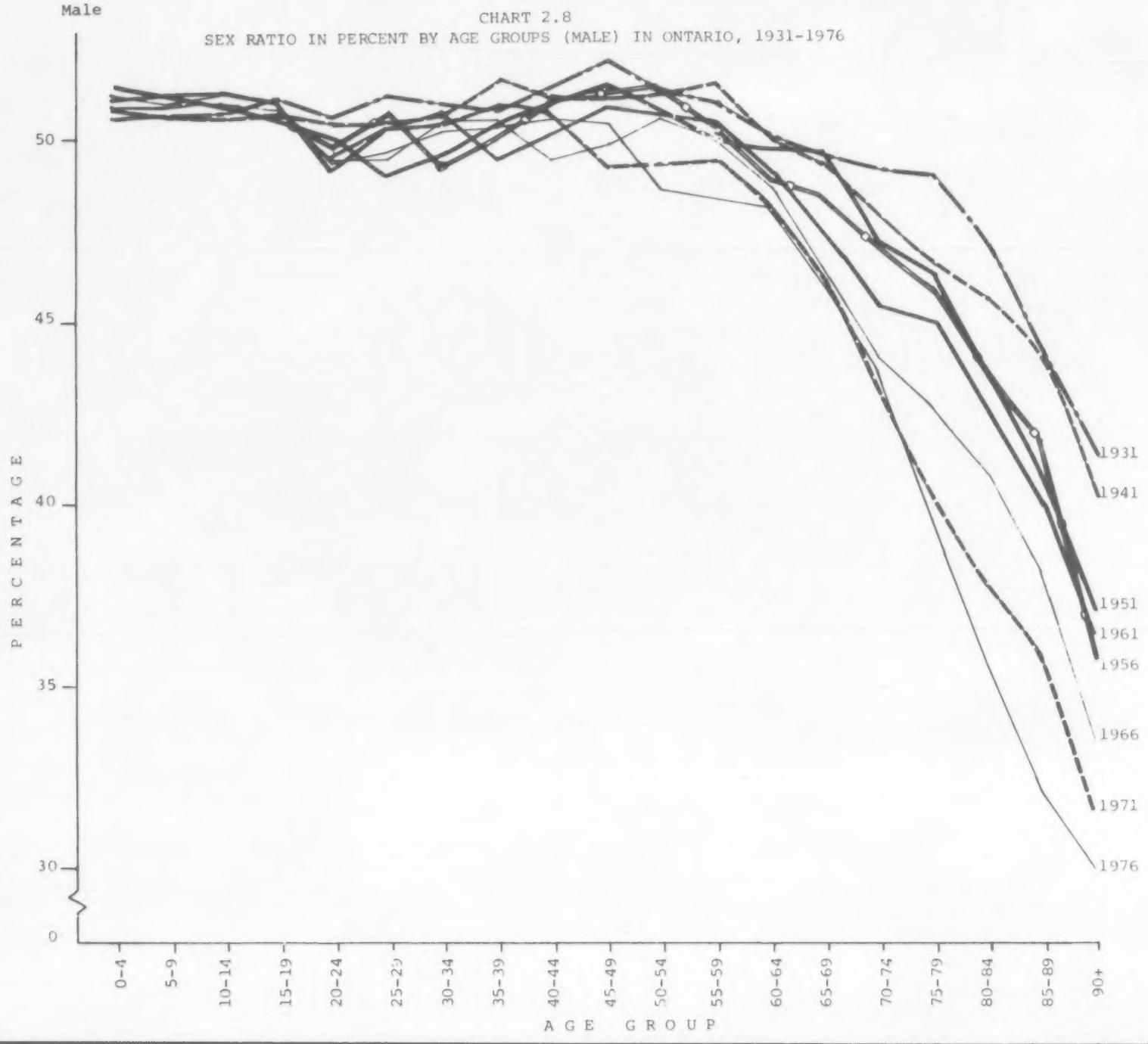
MALE

Age Group	1931	1941	1951	1956	1961	1966	1971	1976
0 - 4	50.7	50.9	51.2	51.0	51.2	51.3	51.2	51.3
5 - 9	50.7	50.7	51.2	51.0	51.2	51.1	51.2	51.2
10 - 14	50.8	50.7	50.9	51.1	51.3	51.1	51.3	51.2
15 - 19	51.2	50.8	50.7	50.7	51.1	50.9	50.8	51.1
20 - 24	50.7	50.5	50.2	49.9	49.2	49.6	49.7	49.5
25 - 29	51.3	50.6	49.1	50.8	50.5	49.6	50.5	49.8
30 - 34	51.1	50.8	49.5	49.4	50.8	50.7	50.6	50.4
35 - 39	51.0	51.8	50.7	50.1	49.6	50.7	51.1	50.5
40 - 44	51.6	51.3	51.2	51.3	50.3	49.6	51.0	50.7
45 - 49	52.4	51.3	51.7	51.6	51.0	50.0	49.5	50.6
50 - 54	51.5	51.4	50.0	51.5	50.9	50.7	49.5	48.8
55 - 59	51.3	51.7	50.2	50.5	50.7	50.2	49.6	48.5
60 - 64	50.3	50.3	50.0	49.1	49.3	49.0	48.6	48.3
65 - 69	49.8	49.6	49.9	48.6	47.7	46.7	46.6	46.2
70 - 74	49.4	48.2	47.4	47.2	45.7	44.3	43.4	43.8
75 - 79	49.3	46.9	46.6	46.2	45.2	42.9	40.4	39.7
80 - 84	47.0	45.9	43.9	43.7	42.8	41.1	38.0	35.8
85 - 89	44.2	44.5	41.1	42.0	40.3	38.4	36.2	32.5
90 +	41.7	40.6	37.3	35.9	36.7	33.7	31.7	30.2

Source: Statistics Canada, Vol. 1, Part 2, Cat. No. 92-714

CHART 2.8

SEX RATIO IN PERCENT BY AGE GROUPS (MALE) IN ONTARIO, 1931-1976



line graph form in Chart 2.8 paint a picture of their own as we move from 1931 to 1976. We are moving from the male-dominated frontier society to the female-dominated world of tomorrow. Females seemed always to be stronger and healthier, and they certainly long out-live males now by a very hefty margin. But this could change as the women join the men in the hurly-burly world of business and industry and of war.

Of more immediate interest and concern to educators is the series of changes taking place in the age distribution of our people. Many outside the field of education have become interested too, if one can judge from what has appeared in recent months on the radio and TV and in the popular press. There seems to be developing a real fear of the effects of an aging society, of a time when the vast majority of us are middle-aged and older, and of the threat posed by burgeoning numbers of old-age pensioners in their wheelchairs, drooling and clicking their false teeth as they demand more attention and care than the younger generation seems able and willing to provide.

Babies were too expensive and took too much time to care for; the elderly may prove to be too expensive and burdensome to support as well. Will they be a dire threat to this affluent society? Anyone for large-scale euthanasia? Were not even some of the Protestant churches coyly flirting with the concept, for the unfit and helpless at both ends of the age scale? Have we not legalized therapeutic abortions so that we now have a rate of about one abortion every ten minutes?

That age distributions have changed markedly is evident from the figures in Tables 2.7(a) to 2.7(c) showing five-year age groups for the census years from 1931 (when the "legions of the damned" were born in the Depression) to 1976 (when so few children were there to be counted).

The line graphs of Chart 2.9, depicting age distributions superimposed over those 45 years, greatly amuse me and no doubt perplex the reader beyond endurance. How could we have dared to do this unto anyone, much less ourselves? Yet we rush madly on, prolonging the course of life, lengthening life expectancy at birth to nearly 80 years now, and probably soon to 110 years when medical scientists take cancer, heart disease and like killers and "wrestle them to the ground" with, I hope, far more success than our

TABLE 2.7(a)

CENSUS POPULATION OF ONTARIO BY AGE GROUP, 1931-1976

MALE

(IN THOUSANDS)

Age Group	1931		1941		1951		1956		1961		1966		1971		1976	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0-4	156.1	8.9	151.5	7.9	263.5	11.4	320.7	11.8	379.2	12.1	382.5	11.0	326.2	8.5	311.7	7.6
5-9	168.8	9.7	152.9	8.0	204.6	8.8	287.4	10.6	345.3	11.0	393.4	11.3	401.2	10.5	342.0	8.4
10-14	161.6	9.2	164.6	8.6	165.7	7.2	217.8	8.0	304.0	9.7	351.9	10.1	403.7	10.5	409.3	10.0
15-19	163.4	9.3	172.1	9.0	160.2	6.9	176.0	6.5	223.1	7.1	304.7	8.8	362.2	9.4	412.7	10.1
20-24	147.7	8.5	163.6	8.5	176.9	7.6	182.4	6.7	190.4	6.1	240.7	6.9	334.9	8.7	368.3	9.0
25-29	135.9	7.8	159.9	8.3	190.3	8.2	212.0	7.8	213.6	6.8	215.4	6.2	286.7	7.5	356.4	8.7
30-34	128.8	7.4	145.6	7.6	173.7	7.5	216.9	8.0	233.8	7.5	226.6	6.5	242.0	6.3	295.6	7.2
35-39	125.8	7.2	139.1	7.2	172.7	7.5	195.8	7.2	232.8	7.4	239.6	6.9	239.3	6.2	247.3	6.0
40-44	118.0	6.8	128.3	6.7	154.9	6.7	185.1	6.8	200.0	6.4	233.0	6.7	242.0	6.3	240.8	5.9
45-49	108.1	6.2	119.4	6.2	138.5	6.0	161.1	5.9	183.9	5.9	195.5	5.6	232.6	6.1	238.9	5.8
50-54	91.6	5.2	110.0	5.7	126.2	5.5	138.8	5.1	157.8	5.0	179.0	5.2	188.8	4.9	227.1	5.5
55-59	70.3	4.0	94.0	4.9	105.5	4.6	119.4	4.4	131.0	4.2	147.1	4.2	170.4	4.4	179.0	4.4
60-64	57.8	3.3	75.3	3.9	91.3	3.9	95.4	3.5	107.8	3.4	119.6	3.4	136.1	3.5	157.5	3.8
65-69	46.2	2.6	57.7	3.0	77.4	3.3	81.4	3.0	85.9	2.7	93.1	2.7	106.1	2.8	120.5	2.9
70-74	35.4	2.0	41.4	2.1	54.9	2.4	63.4	2.3	66.9	2.1	70.4	2.0	74.4	1.9	86.4	2.1
75-79	19.7	1.1	25.9	1.3	32.8	1.4	38.4	1.4	44.2	1.4	46.6	1.3	48.9	1.3	54.4	1.3
80-84	9.3	0.5	13.6	0.7	16.7	0.7	19.4	0.7	22.9	0.7	26.0	0.8	28.3	0.7	29.7	0.7
85-89	3.4	0.2	4.9	0.3	6.5	0.3	7.9	0.3	9.1	0.3	10.7	0.3	13.0	0.3	13.5	0.3
90+	1.0	0.1	1.3	0.1	1.9	0.1	2.3	0.1	2.9	0.1	3.3	0.1	4.4	0.1	5.8	0.1
Total	1,748.8	100.0	1,921.2	100.0	2,314.2	100.0	2,721.5	100.00	3,134.5	100.0	3,479.1	100.0	3,840.9	100.0	4,096.9	100.0

Numbers may not add to total due to rounding.

Sources: 1931 to 1961, Dominion Bureau of Statistics, 1961 Census Cat. 92-541, Vol. I-Part 2, pp. 20-5, Male, Female and Total.
1966 and 1971 Statistics Canada, 1971 Census Cat. 92-715, Vol. I-Part 2, pp. 7-5 and 7-6, Male, Female and Total.

TABLE 2.7(b)

CENSUS POPULATION OF ONTARIO BY AGE GROUP, 1931-1976

FEMALE

(IN THOUSANDS)

Age Group	1931		1941		1951		1956		1961		1966		1971		1976	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0-4	151.6	9.0	146.4	7.8	251.2	11.0	308.1	11.5	361.0	11.6	363.2	10.4	311.0	8.0	295.5	7.1
5-9	164.2	9.8	148.6	8.0	194.7	8.5	276.3	10.3	329.2	10.6	376.6	10.8	382.4	9.9	325.9	7.8
10-14	156.7	9.3	160.2	8.6	159.6	7.0	208.1	7.8	289.1	9.3	336.4	9.7	384.0	9.9	389.5	9.3
15-19	155.6	9.2	167.0	8.9	155.5	6.8	170.8	6.4	213.8	6.9	294.5	8.5	351.2	9.1	395.3	9.5
20-24	143.5	8.5	160.4	8.6	175.4	7.7	182.8	6.8	196.6	6.3	244.4	7.0	339.3	8.8	376.1	9.0
25-29	128.8	7.6	155.8	8.3	197.0	8.6	205.4	7.6	209.1	6.7	218.4	6.3	280.7	7.3	359.5	8.6
30-34	123.4	7.3	140.9	7.6	177.3	7.8	221.9	8.3	226.0	7.3	220.6	6.3	236.1	6.1	290.8	7.0
35-39	121.0	7.2	129.3	6.9	168.1	7.4	195.0	7.3	236.5	7.6	233.0	6.7	229.3	5.9	242.7	5.8
40-44	110.6	6.6	122.0	6.5	147.5	6.5	176.0	6.6	197.3	6.4	236.4	6.8	232.2	6.0	233.8	5.6
45-49	98.1	5.8	113.2	6.1	129.6	5.7	151.1	5.6	176.8	5.7	195.5	5.6	237.3	6.1	233.0	5.6
50-54	86.1	5.1	104.1	5.6	121.3	5.3	130.5	4.9	151.9	4.9	174.4	5.0	192.4	5.0	237.9	5.7
55-59	66.8	4.0	87.7	4.7	104.8	4.6	117.1	4.4	127.3	4.1	146.2	4.2	173.1	4.5	190.4	4.6
60-64	57.2	3.4	74.4	4.0	91.2	4.0	98.8	3.7	110.7	3.6	124.5	3.6	143.9	3.7	168.8	4.0
65-69	46.5	2.8	58.6	3.1	77.7	3.4	86.0	3.2	94.2	3.0	106.1	3.0	121.7	3.2	140.4	3.4
70-74	36.2	2.2	44.5	2.4	61.0	2.7	70.8	2.6	79.4	2.6	88.6	2.5	97.1	2.5	110.9	2.7
75-79	20.3	1.2	29.3	1.6	37.6	1.6	44.8	1.7	53.5	1.7	61.9	1.8	72.1	1.9	82.7	2.0
80-84	10.5	0.6	16.0	0.9	21.3	0.9	25.0	0.9	30.6	1.0	37.2	1.1	46.1	1.2	53.3	1.3
85-89	4.3	0.3	6.1	0.3	9.3	0.4	10.9	0.4	13.6	0.4	17.2	0.5	23.0	0.6	28.0	0.7
90+	1.4	0.1	1.9	0.1	3.2	0.1	4.2	0.2	5.0	0.2	6.5	0.2	9.5	0.3	13.3	0.3
Total	1,682.8	100.0	1,866.5	100.0	2,283.4	100.0	2,683.4	100.0	3,101.6	100.0	3,481.7	100.0	3,862.2	100.0	4,167.6	100.0

Numbers may not add to total due to rounding.

Sources: 1931 to 1961, Dominion Bureau of Statistics, 1961 Census Cat. 92-541, Vol. I-Part 2, pp. 20-5 and 20-6, Male, Female and Total.
1966 and 1971 Statistics Canada, 1971 Census Cat. 92-715, Vol. I-Part 2, pp. 7-5, and 7-6, Male, Female and Total.

TABLE 2.7(c)

CENSUS POPULATION OF ONTARIO BY AGE GROUP, 1931-1976

MALE & FEMALE

(IN THOUSANDS)

Age Group	1931		1941		1951		1956		1961		1966		1971		1976	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0-4	307.7	8.9	297.9	7.8	514.7	11.2	628.8	11.6	740.2	11.8	745.7	10.7	637.3	8.3	607.2	7.3
5-9	333.0	9.7	301.5	7.9	399.3	8.7	563.7	10.4	674.5	10.8	770.1	11.1	783.5	10.2	667.8	8.1
10-14	318.3	9.2	324.8	8.5	325.3	7.1	425.9	7.9	593.0	9.5	688.3	9.9	787.7	10.2	798.8	9.7
15-19	319.0	9.3	339.1	8.9	315.7	6.9	346.8	6.4	436.9	7.0	599.2	8.6	713.4	9.3	808.0	9.8
20-24	291.3	8.4	324.0	8.6	352.4	7.7	365.2	6.8	387.0	6.2	485.1	7.0	674.1	8.7	744.4	9.0
25-29	264.8	7.7	315.7	8.3	387.2	8.4	417.4	7.7	422.7	6.8	433.9	6.2	567.3	7.4	715.8	8.7
30-34	252.2	7.4	286.5	7.6	351.0	7.6	438.7	8.1	459.8	7.4	447.2	6.4	478.2	6.2	586.5	7.1
35-39	246.7	7.2	268.4	7.1	340.8	7.4	390.8	7.2	469.3	7.5	472.6	6.9	468.5	6.1	490.0	5.9
40-44	228.6	6.7	250.3	6.6	302.3	6.6	361.1	6.7	397.3	6.4	469.4	6.7	474.1	6.1	474.6	5.7
45-49	206.2	6.0	232.6	6.1	268.1	5.8	312.2	5.8	360.7	5.8	391.0	5.6	469.8	6.1	471.9	5.7
50-54	177.7	5.2	214.1	5.7	247.5	5.4	269.3	5.0	309.8	5.0	353.4	5.1	381.1	4.9	465.0	5.6
55-59	137.1	4.0	181.7	4.8	210.3	4.6	236.5	4.4	258.3	4.1	293.3	4.2	343.6	4.5	369.4	4.5
60-64	115.0	3.4	149.6	4.0	182.5	4.0	194.1	3.6	218.5	3.5	244.1	3.5	280.0	3.6	326.3	3.9
65-69	92.7	2.7	116.3	3.1	155.1	3.4	167.4	3.1	180.1	2.9	199.2	2.9	227.8	3.0	260.9	3.2
70-74	71.6	2.1	85.9	2.3	115.9	2.5	134.2	2.5	146.3	2.3	159.0	2.3	171.5	2.2	197.3	2.4
75-79	40.0	1.2	55.2	1.5	70.4	1.5	83.2	1.5	97.7	1.6	108.5	1.6	121.0	1.6	137.0	1.7
80-84	19.8	0.6	29.6	0.8	38.0	0.8	44.4	0.8	53.5	0.9	63.2	0.9	74.4	1.0	83.0	1.0
85-89	7.7	0.2	11.0	0.3	15.8	0.3	18.8	0.4	22.6	0.4	27.9	0.4	35.9	0.5	41.5	0.5
90+	2.4	0.1	3.2	0.1	5.1	0.1	6.4	0.1	7.9	0.1	9.8	0.1	13.9	0.2	19.2	0.2
Total	3,431.7	100.0	3,787.7	100.0	4,597.6	100.0	5,404.9	100.0	6,236.1	100.0	6,961.0	100.0	7,703.1	100.0	8,264.5	100.0

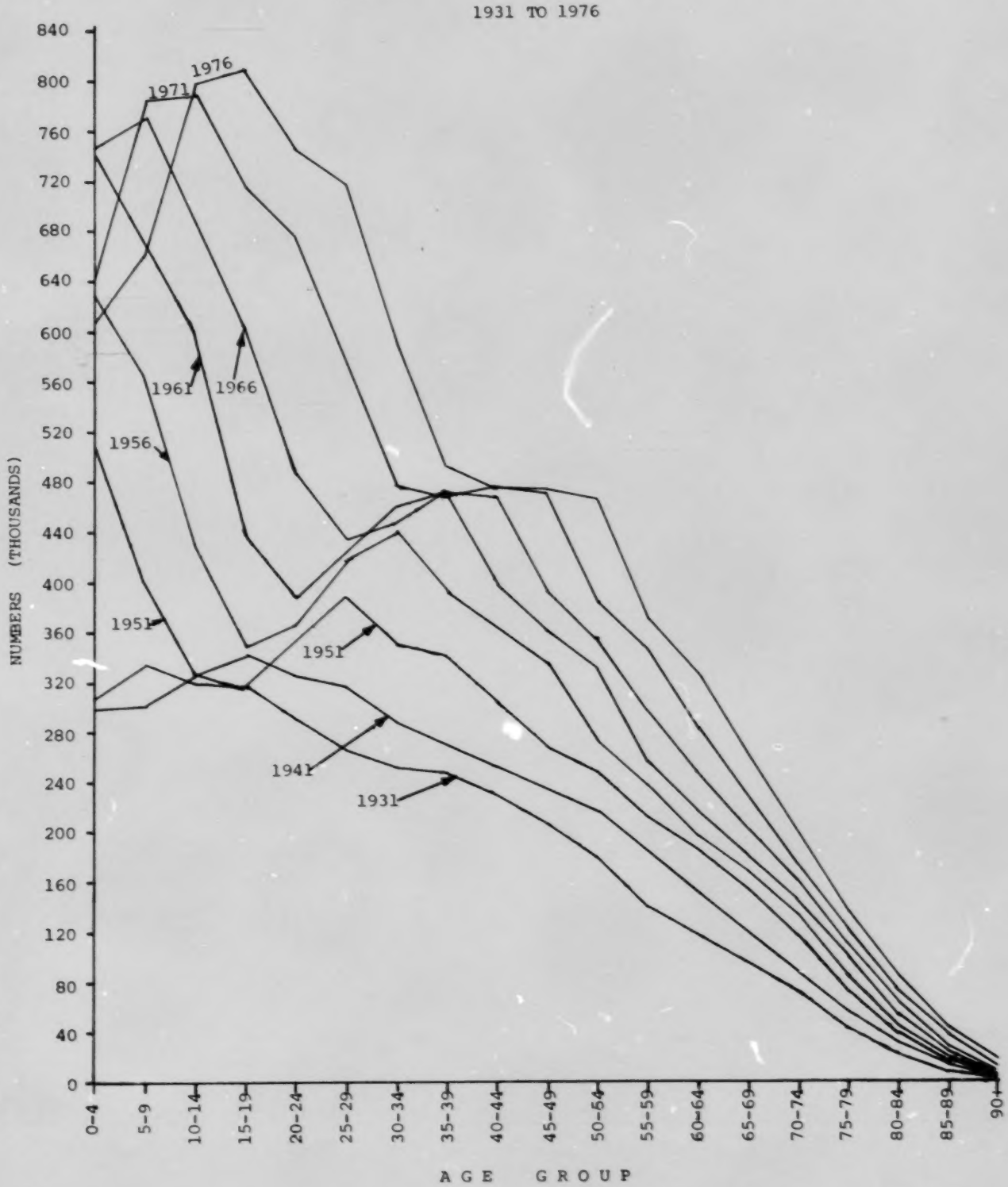
Numbers may not add to total due to rounding.

Sources: 1931 to 1961, Dominion Bureau of Statistics, 1961 Census Cat. 92-541, Vol. I-Part 2, pp. 20-5 and 20-6, Male, Female and Total.
1966 and 1971 Statistics Canada, 1971 Census Cat. 92-715, Vol. I-Part 2, pp. 7-5, and 7-6, Male, Female and Total.

CHART 2.9

ONTARIO: AGE GROUPS DISTRIBUTIONS

1931 TO 1976



politicans demonstrate in their struggles with inflation and unemployment, and with what we call our sluggish economy.

More detailed tables have been provided in the Statistical Appendix, for the most part purloined from Statistics Canada publications, some of which are a sheer delight to read as one encounters hidden in civil service jargonese clear evidence of a wry and delightful sense of humour.

Even our language and ethnic patterns of population have changed beyond measure over these years from 1931 to 1976.

The numbers by mother tongue for our total population at each census (bear in mind that the term "mother tongue" is in meaning as changeable as a chameleon) are shown in Table 2.8. Observe the "double-shuffle", so to speak, towards a babel of many tongues during an overriding shift to English. That the disappearance of the "heritage languages" is a real danger is clear (other than for French, and even it is under threat outside Quebec, though fairly stable in Ontario, as Table 2.9 reveals). Presumably our much-vaunted multi-culturalism will "ride on into the sunset" with the languages.

Will the new "heritage language" programs in Ontario help stem these tides? French and English remain strong for the present, despite the overwhelming bombardment of a new "dialect" from south of our long, undefended (at least from sound waves and TV transmissions) border.

The ethnic origins of our countrymen keep altering, as revealed by the figures in Table 2.10 for the major ethnic groups in the census years from 1931 to 1971. The meaning of the term "ethnic group" as used in the censuses has changed. In the crude, uncouth days of my youth, one spoke bluntly (but with equal lack of clarity in definition) of "racial origin", a term now banished forever from our ken, and probably rightly so, since we were just as intolerant then as now (especially of different skin colour and of our native Indians and Innuits). But more of these themes later, when we consider migration in more detail.

The Saga of Our Youth Group in Ontario (0-25 years)

Of most concern to me, and to all other educators, are the changes appearing more recently in the younger age groups, those aged 25 and under. I have included the ages 19 to 25 years in this section to emphasize the

TABLE 2.8

POPULATION BY MOTHER TONGUE
FOR ONTARIO
1931 - 1976

Year	English	French	German	Indian & Eskimo	Italian	Netherlands	Polish	Ukrainian	Other	Total
1931	2,796,821	236,386	82,089	-	44,715	4,598	38,388	30,175	31,528	3,264,700
1941	3,073,320	289,146	66,037	25,510	42,888	7,761	45,502	48,318	4,693	3,603,175
1951	3,755,442	341,502	72,686	24,811	52,136	26,913	58,053	73,710	192,289	4,597,542
1961	4,834,623	425,302	183,789	26,754	207,937	90,051	83,214	89,766	294,656	6,236,092
1971	5,971,570	482,040	184,880	28,590	344,285	77,475	73,985	80,230	460,050	7,703,110
1976	6,457,645	462,010	154,625	21,215	309,310	66,330	57,050	76,040	659,680	8,264,465

Source: Statistics Canada, Census of Canada, Vol. 1, Population

TABLE 2.9
1971 CENSUS: LANGUAGE BY ETHNIC GROUPS
FOR ONTARIO

Language Category	Ethnic Origin									
	Native Born					Foreign Born				
	Total	British Isles(1)	French	German	Italian	Total	British Isles(1)	French	German	Italian
Categories	5,995,710	3,946,185	719,190	337,075	203,525	1,707,400	629,830	18,165	138,235	259,575
Mother Tongue										
.English	5,182,085	3,905,705	282,175	290,220	112,020	785,640	619,910	7,565	20,975	14,080
.French	466,605	22,210	434,260	2,205	1,500	15,740	1,390	9,110	405	925
.Corresponding to Ethnic Group	239,785	-	-	43,170	89,200	577,900	-	-	113,695	242,680
.Other	107,235	18,270	2,760	1,485	800	328,115	11,520	1,490	3,165	1,890
Language Most Often Spoken at Home										
.English	5,468,860	3,929,055	394,290	318,060	133,095	1,089,205	625,755	11,685	81,140	49,960
.French	342,410	11,225	324,045	1,405	1,665	10,055	520	5,825	255	525
.Corresponding to Ethnic Group	135,090	-	-	17,000	68,235	384,225	-	-	55,040	207,935
.Other	49,345	5,910	910	615	525	223,915	3,555	655	1,805	1,150
Official Language										
.English Only	5,248,795	3,789,350	232,535	323,540	175,[illegible]	1,475,305	602,315	6,940	126,805	178,000
.French Only	88,270	1,760	83,790	415	99[illegible]	4,570	80	1,205	75	1,520
.Both English and French	617,625	154,410	402,830	10,800	9,410	98,440	27,055	9,960	7,925	13,635
.Neither English nor French	41,020	665	40	2,325	17,255	129,070	375	60	3,440	66,425

(1) Includes English, Irish, Scottish and Welsh
Source: Statistics Canada
(Catalogue 92-736; Vol. 1, Part 4)

TABLE 2.10

POPULATION BY ETHNIC GROUP, ONTARIO,
CENSUS YEARS 1951-1971

Ethnic Group	1931	1941	1951	1961	1971[1]
Ontario	3,431,683	3,787,655	4,597,542	6,236,092	7,703,105
British Isles	2,539,771		3,081,867	3,711,536	4,576,010
English	1,319,612	1,456,968	1,662,966	1,939,867	-
Irish	647,831	665,339	723,888	873,647	-
Scottish	549,648	578,127	658,594	835,590	-
Other	22,680	29,396	36,471	62,432	-
Other European	837,469		1,363,063	2,298,031	2,858,060
French	299,732	373,990	477,677	647,941	737,360
Austrian, nos[2]	9,607	8,352	8,126	34,488	15,765
Belgian	7,310	8,575	11,592	22,142	19,955
Czech and Slovak	8,871	16,810	29,025	33,332	40,770
Finnish	27,137	26,827	29,327	39,096	38,515
German	174,006	167,102	222,028	400,717	475,320
Greek	n.a.	n.a.	7,248	29,062	67,025
Hungarian	13,786	22,039	28,182	59,427	65,695
Italian	50,536	60,085	87,622	273,864	463,095
Jewish	62,383	69,875	74,920	65,280	135,195
Lithuanian	n.a.	n.a.	8,871	16,200	15,365
Netherlands	60,241	73,001	98,373	191,017	206,940
Polish	42,384	54,893	89,825	149,524	144,115
Romanian	8,267	7,826	8,008	15,787	9,255
Russian	10,050	11,218	16,885	28,327	12,580
Scandinavian	20,760	27,225	37,430	63,653	60,225
Danish	n.a.	n.a.	7,943	22,586	19,075
Icelandic			1,371	2,313	2,680
Norwegian			10,938	15,144	20,590
Swedish			17,178	23,610	17,880
Ukrainian	24,426	48,158	93,596	127,911	159,880
Yugoslav	n.a.	n.a.	13,753	43,564	70,060
Other	17,973	24,655	20,576	55,889	120,945
Asian	12,297		22,138	39,277	96,385
Chinese	7,139	6,143	6,997	15,155	39,325
Japanese	n.a.	n.a.	8,581	11,870	15,600
Other	5,158	5,877	6,560	12,252	41,460
Other			130,422	187,248	172,660
Indian and Eskimo	30,368	30,339	37,388	48,074	63,175
Negro	n.a.	n.a.	6,926	11,062	18,200
Other and unknown	11,778	14,835	86,108	128,112	91,285

[1]Figures may not add due to rounding methodology.

[2]nos = not otherwise specified.

Source: Statistics Canada, Population, Ethnic Groups.

age of change from school to work, not to encroach upon the fiercely defended autonomy of the colleges and universities.

The latter institutions (meaning their staffs and students and even including their administrators) will be affected by these developing patterns of "rich years followed by lean years", as revealed in my tables and charts, but I must refrain from comment except where the impacts affect directly and indirectly the senior levels of our secondary schools and the teacher training institutions (which now, I learn with some surprise, are to be referred to only as institutions devoted to the field of teacher education).

I will not in this section drop back very often to years before 1961; it has been in 1967 and subsequent years that enrolments in our school systems have been affected by declines. I will venture forth to the projected values for the censuses of 1981 and 1986 to give added weight and point to my arguments.

I hasten to add that the projections used here for 1981 and 1986 are my own, properly classified as rough approximations perhaps, but presumably sufficiently accurate for present purposes. Besides, I had no other choice than to forge ahead on my own: the statistics from others were not forthcoming in time to meet the February 28th deadline. However, the data we have been able to secure, especially some projections from Statistics Canada and TEIGA, are being published in the Statistical Appendix, so the reader may later amend this section as he sees fit as, indeed, I shall if the new data warrant such adjustments. Moreover, what is presented here is the general picture for the province as a whole, although I am well aware of the great intraprovincial differences which do exist (in fertility rates, by the way, as well as in distribution by age).

For starters, and as a major concession which breaks the rule, I show in Table 2.11 and as line graphs in Chart 2.10 the distributions by single years of age from under 1 to 25 years for the censuses from 1941 to 1976. Admittedly the chart does appear to be a bit confusing (perhaps as a result of the confused state we were in when those children were born). The line graph for 1941 is pretty depressing, is it not? Those years were definitely not the most salubrious our country has enjoyed. (Those under

TABLE 2.11

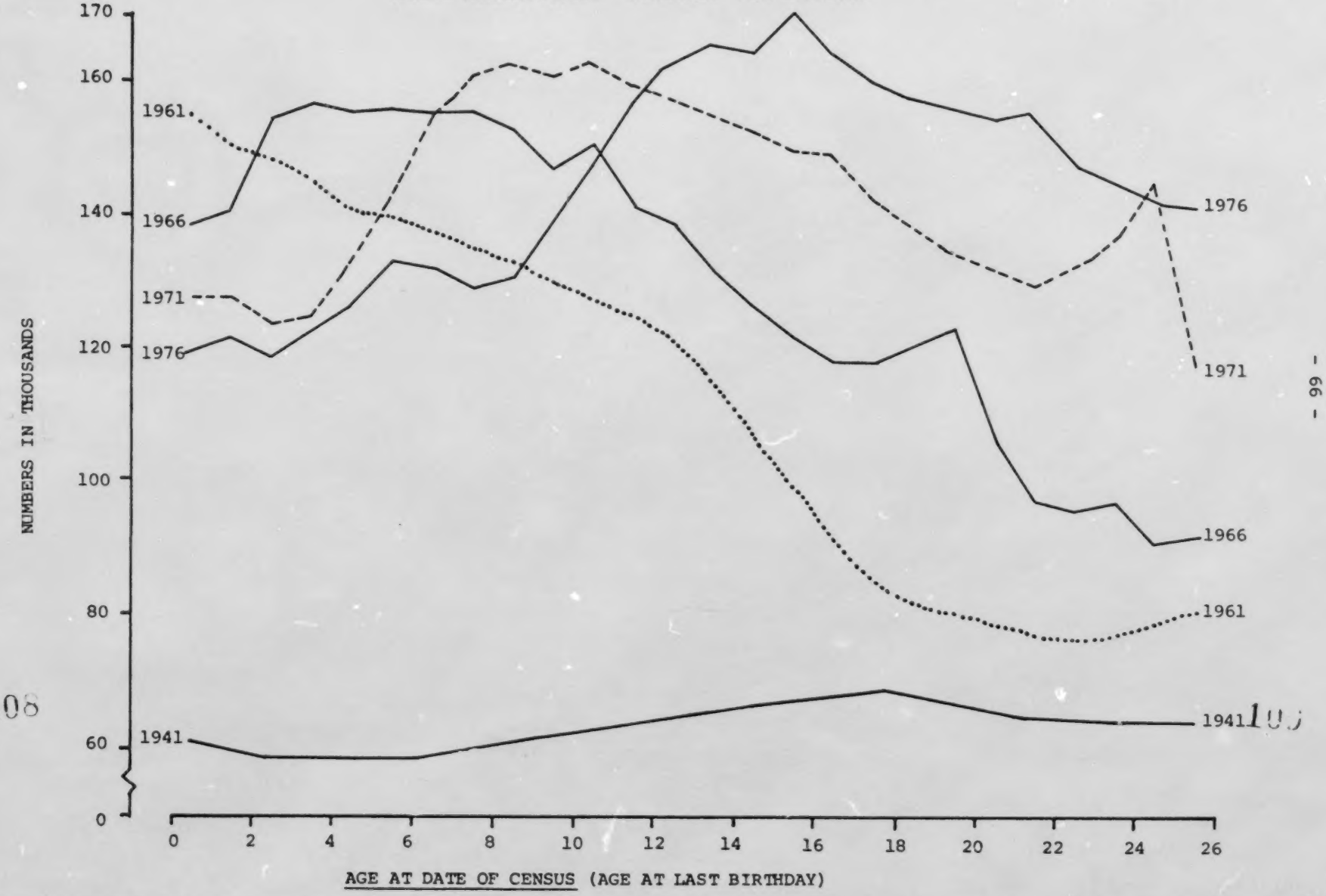
ONTARIO: DISTRIBUTION BY SINGLE YEARS OF AGE
1931-1976

Age	1931	1941	1951	1961	1966	1971	1976
Under 1	55,742	61,207	106,337	155,471	138,434	127,500	118,890
1	59,447	60,166	102,917	150,346	140,867	127,708	121,155
2	62,305	59,197	101,643	148,577	154,509	123,535	118,605
3	64,398	58,797	103,877	145,092	156,741	124,735	122,145
4	65,819	58,737	99,948	140,707	155,193	133,785	126,400
5	66,651	58,974	84,097	139,816	159,920	143,635	134,835
6	66,989	59,457	81,665	137,439	154,662	155,595	134,020
7	66,917	60,145	79,527	135,030	155,410	160,440	129,070
8	66,526	60,990	79,721	132,495	152,633	162,990	130,480
9	65,905	61,949	74,282	129,739	147,436	160,860	139,410
10	64,983	62,986	69,183	127,052	150,417	163,155	147,650
11	63,686	64,068	66,396	124,722	141,408	159,450	157,565
12	62,902	65,085	64,282	120,739	138,650	157,295	163,115
13	63,034	65,965	63,013	114,241	131,824	155,245	166,030
14	63,695	66,700	62,426	106,283	125,971	152,575	164,190
15	64,381	67,416	62,116	98,751	121,568	149,690	170,160
16	64,570	68,157	62,074	91,231	117,601	149,140	163,995
17	64,494	68,422	62,575	85,236	117,676	142,436	159,980
18	63,602	67,998	63,686	81,706	119,690	138,110	157,665
19	62,179	67,123	65,234	79,959	122,662	133,995	156,190
20	60,831	66,209	66,869	78,249	105,995	131,855	154,285
21	59,462	65,119	68,528	76,764	96,572	129,330	155,105
22	58,136	64,333	70,351	76,302	95,499	132,045	148,055
23	56,955	64,115	72,329	77,033	96,477	136,425	144,915
24	55,884	64,213	74,283	78,618	90,510	144,475	142,010
25	54,777	64,169	76,201	80,504	91,377	116,730	140,865

Source: Statistics Canada, Census of Canada - General Review

CHART 2.10

ONTARIO: AGE DISTRIBUTIONS (1941, 1961, 1966, 1971, 1976)
WILD VARIATIONS: SHAPING THE FUTURE



40 years of age today will, of course, know of them only by hearsay.)

As for the 1976 age distribution, which cuts across the patterns of the others (see in particular that for 1961), we go from a high of 170,160 fifteen-year-olds to a low of 118,605 two-year-olds. This is what must happen in light of the extraordinary drop in the number of live births from 1960 to 1976 (and what will happen in future years in older groups).

Of more significance to the school systems and to our future are the figures in Table 2.12, of persons of each age from under 1 to 25 years, taken from the census results of 1971 and 1976 and from my estimated population figures (approximate, remember) for 1981 and 1986.

The last column of that table, showing the decreases and increases between 1976 and 1986 by single years of age and for each five-year age group, may at first sight prove so startling that the reader will be shocked into sheer disbelief. Please note that the actual change in only five years, between 1971 and 1976, in the age group 5-9 years, was of the same magnitude.

Consequently, it seems reasonable to claim that the changes shown between 1976 and 1986, and those which may be calculated between 1976 and 1981, and between 1981 and 1986, will be fairly close, assuming that the trends in migration rates and fertility rates do not suddenly change drastically in the next eight or nine years. In any case, only the figures below age 5 in 1981, and below age 10 in 1986, are subject to the added hazard of estimated births.

To present pictorially the impact of the losses in live births as these creep like a glacier across the ages, five special graphs have been prepared (see Charts 2.11 to 2.15). The first shows the changes, called the "creeping tide of losses" between 1961 and 1966 when the effects first became noticeable. Then graph by graph we move across the years and ages (and the grades) by steps of five years at a time from 1966 to 1971, from 1971 to 1976, from 1976 to 1981, and finally (nibbling at the edges of the young labour force entries) from 1981 to 1986.

The post-secondary institutions may have something more than a mere academic interest in the shifts from 1981 to 1986, and those implied from 1986 to 1991, but as indicated earlier any comments of mine on the phenomena would be deemed obiter dicta, and classified (indignantly) as ultra vires my

TABLE 2.12

ONTARIO: ACTUAL AND ESTIMATED AGE DISTRIBUTIONS

CENSUS YEARS 1971, 1976, 1981, AND 1986

(ASSUMES FERTILITY DECLINES TO 1.5-CHILD FAMILY BY 1983, AND THEN REMAINS CONSTANT)

AGE LAST BIRTHDAY	NUMBER OF PERSONS OF EACH AGE				CHANGE
	1971 CENSUS[1]	1976 CENSUS[1]	1981 CENSUS[1]	1986 CENSUS[1]	(1986-1976) DECADE[1]
Under Age 1	127,500	118,890	117,400	119,600	710
1	127,705	121,155	117,700	121,300	145
2	123,535	118,605	116,500	120,300	1,695
3	124,735	122,145	120,400	124,200	2,055
4	133,785	126,400	123,500	126,200	-200
SUBTOTAL	637,260	607,195	595,500	611,600	4,405
5	143,635	134,835	129,000	127,400	-7,435
6	155,595	134,020	125,100	121,400	-12,620
7	160,440	129,070	123,000	120,800	-8,270
8	162,990	130,480	127,900	126,000	-4,480
9	160,860	139,410	136,700	133,600	-5,810
SUBTOTAL	783,520	667,815	641,700	629,200	-38,615
10	163,155	147,650	145,900	139,600	-8,050
11	159,450	157,565	149,900	139,900	-17,665
12	157,295	163,115	139,300	132,700	-30,415
13	155,245	166,030	135,200	132,600	-33,430
14	152,575	164,190	134,100	131,600	-32,590
SUBTOTAL	787,720	798,550	704,400	676,400	-122,150
15	149,690	170,160	142,400	140,700	-29,460
16	149,140	163,995	145,900	138,800	-25,195
17	142,435	159,980	155,500	132,700	-27,280
18	138,110	157,665	160,200	130,400	-27,265
19	133,995	156,190	161,500	132,000	-24,190
SUBTOTAL	713,370	807,990	765,500	674,600	-133,390
20	131,855	154,285	169,500	141,800	-12,485
21	129,330	155,105	176,900	157,300	2,195
22	132,045	148,055	170,800	166,000	17,945
23	136,425	144,915	170,500	173,200	28,285
24	144,475	142,010	173,000	178,800	36,790
SUBTOTAL	674,130	744,370	860,700	817,100	72,730
25	116,730	140,865	176,100	193,500	52,635
TOTAL 0-25 YEARS	3,712,730	3,766,785	3,743,900	3,602,400	-164,385

[1]Actual
[2]Estimated on basis of 1976 mortality and migration rates

ONTARIO: THE CREEPING TIDES OF LOSSES (BLACK) GAINS (GRAY)

(BASED ON CENSUS RETURNS)

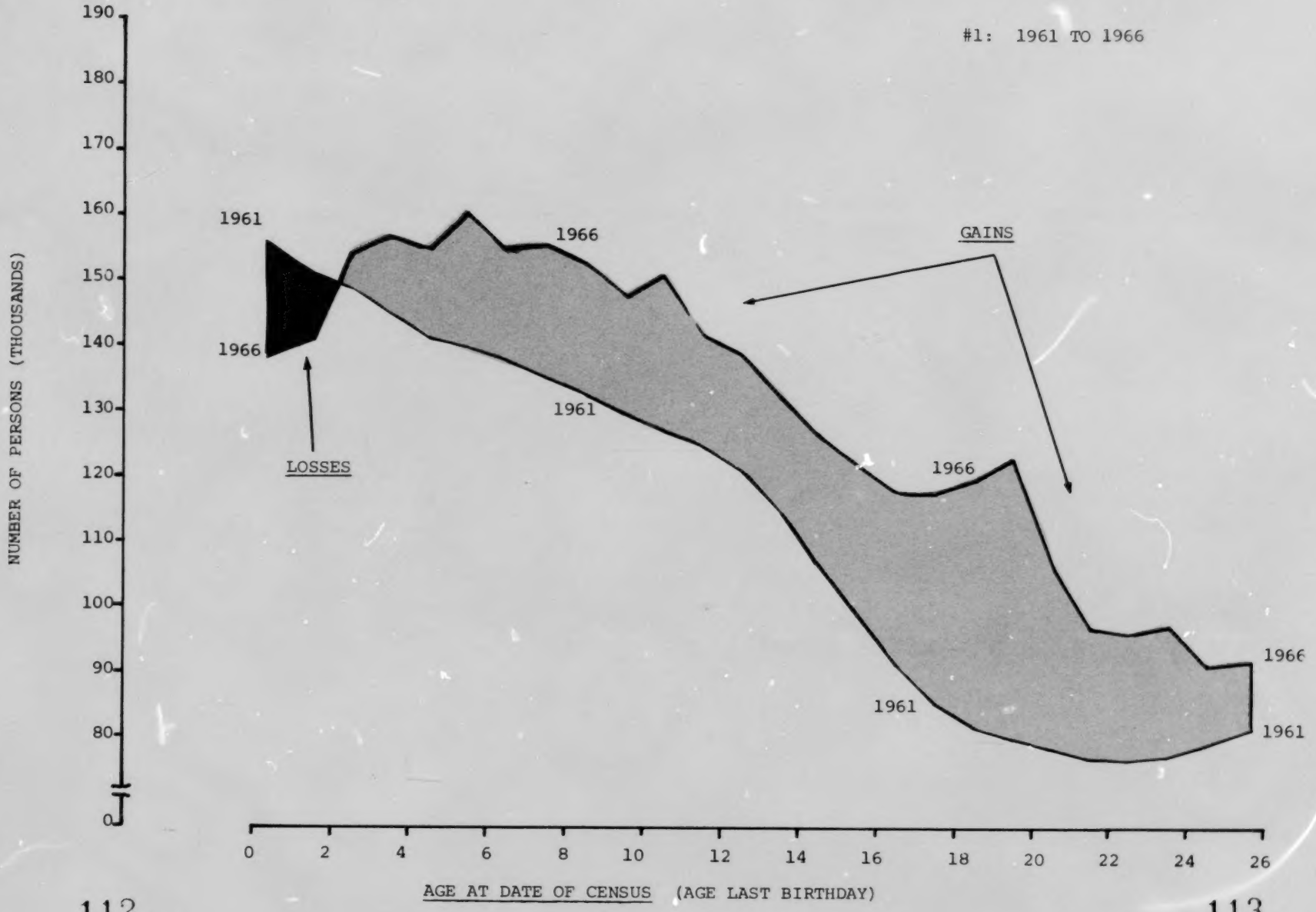


CHART 2.12

ONTARIO: THE CREEPING TIDES OF LOSSES (BLACK) GAINS (GRAY)

(BASED ON CENSUS RETURNS)

#2: 1966 TO 1971

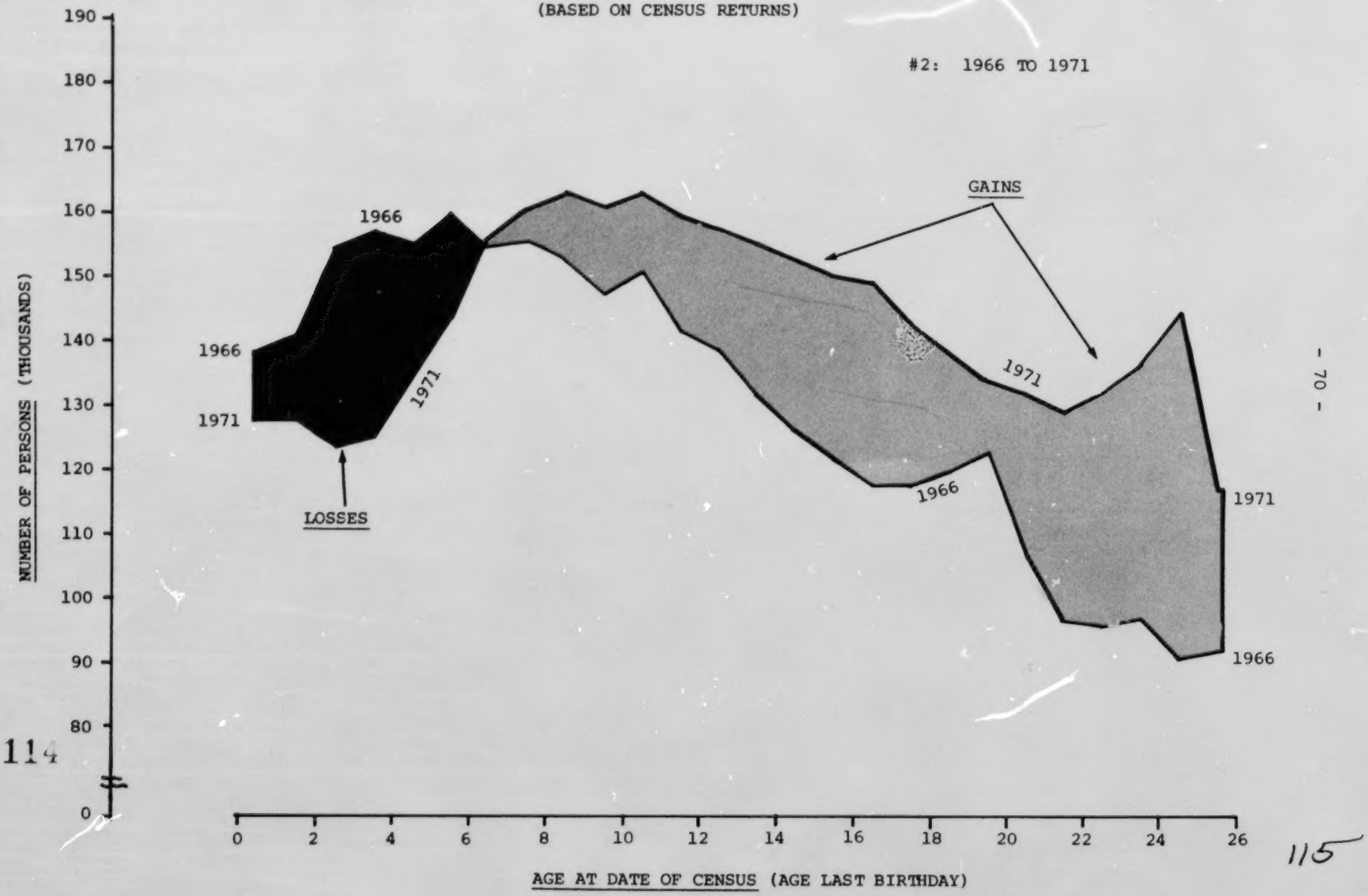


CHART 2.13

ONTARIO: THE CREEPING TIDES OF LOSSES (BLACK) GAINS (GRAY)

(BASED ON CENSUS RETURNS)

#3: 1971 TO 1976

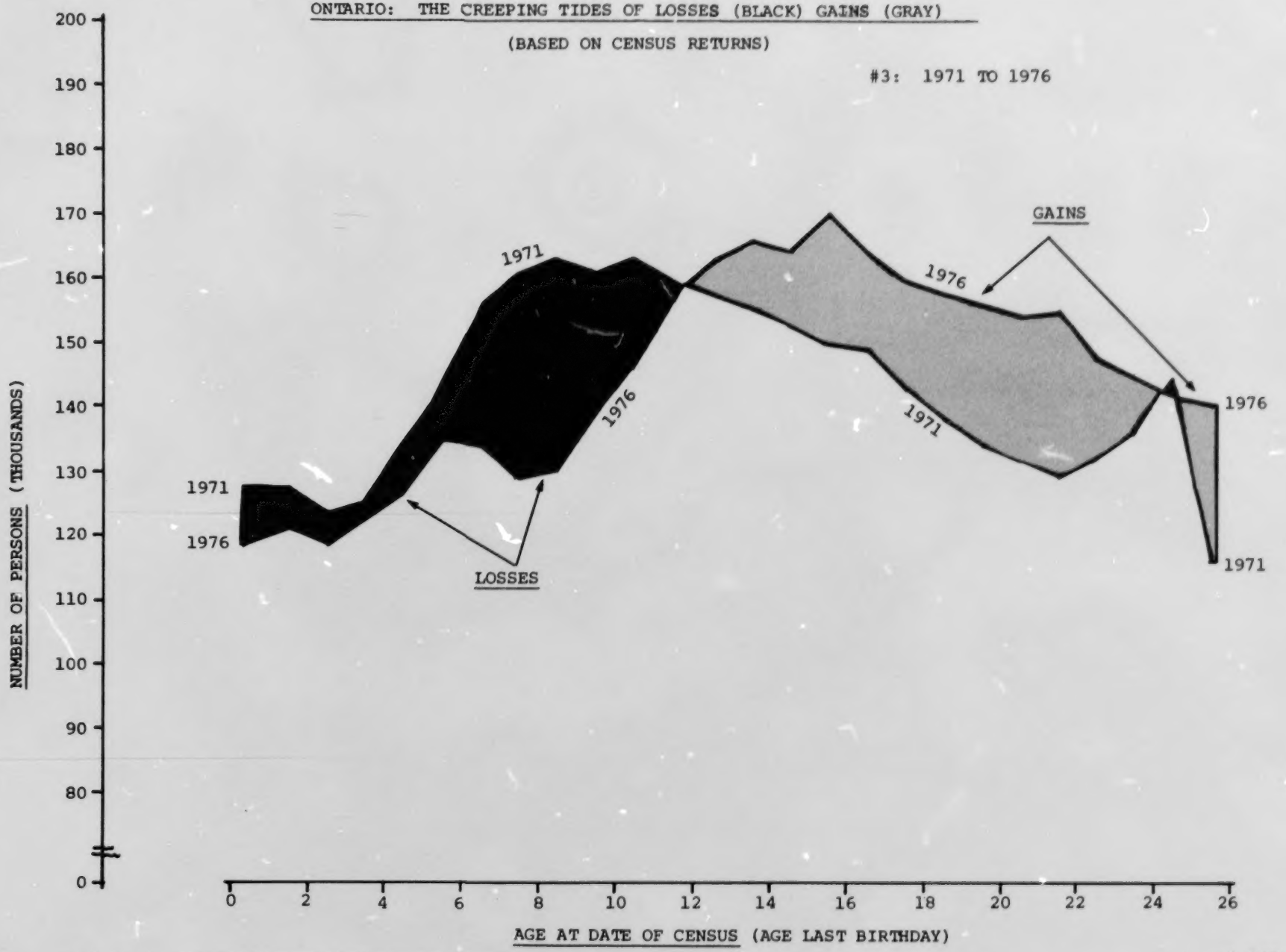
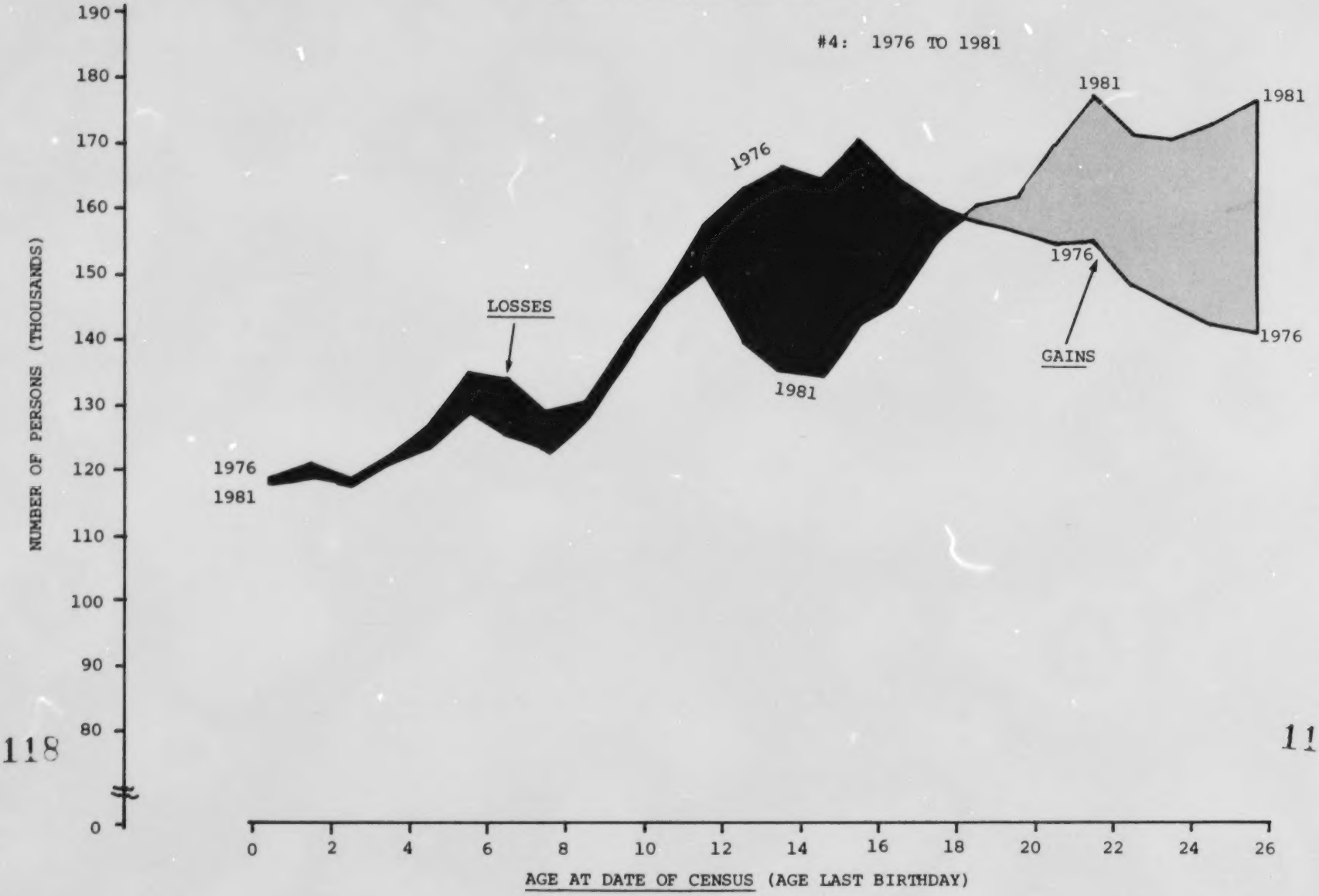


CHART 2.14

ONTARIO: THE CREEPING TIDES OF LOSSES (BLACK) GAINS (GRAY)

(BASED ON CENSUS RETURNS)



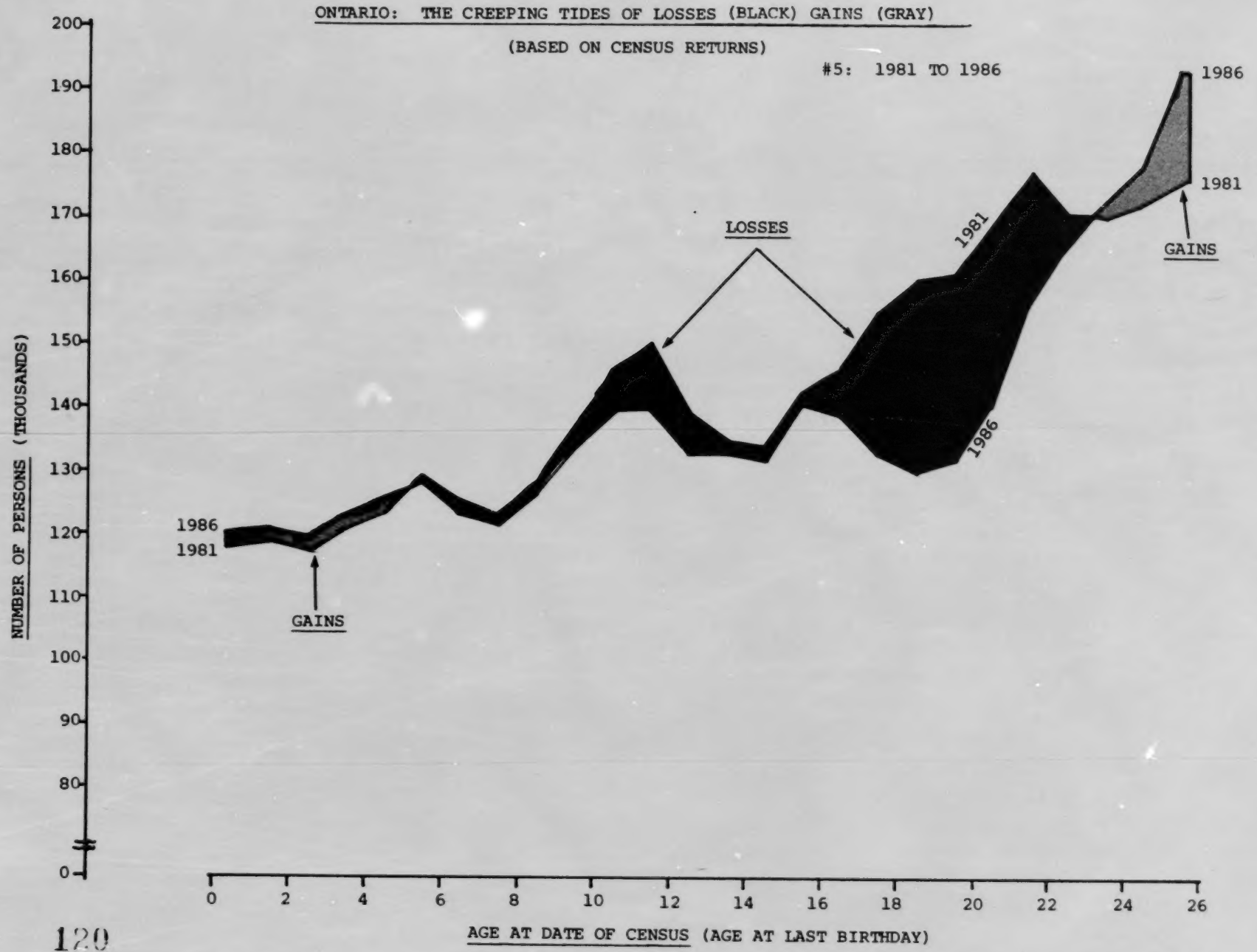
118

119

CHART 2.15

ONTARIO: THE CREEPING TIDES OF LOSSES (BLACK) GAINS (GRAY)

(BASED ON CENSUS RETURNS)



120

121

terms of reference. I would point out, nevertheless, that by 1983 the impending shortage of young workers will be foreshadowed, and by 1986 will be severely felt.

As for the situation in the schools, the reader may substitute "grades" for "ages" on the graphs and get a real feeling for the continued nibbling away of enrolment in the elementary schools and the tremendous impact these "losses" will have on secondary school enrolments in the decade between 1976 and 1986.

As a brief side issue, but introduced because we need to use the values later, we have given in Table 2.13 the 1970-72 Canada Life Table of Survivors, by individual years of age, of 100,000 babies born alive. This gives us a standard against which to compare the actual census figures. Any differences would arise through net migration or sudden changes in mortality rates, the latter being a highly unlikely event.

Of special interest is the fact that after the age of two years, mortality rates are so amazingly low throughout the following youthful years that they are often ignored in calculations of other demographic measures and values.

For the total population the growth components are four in number: the population of a province increases through (a) live births and (b) international and interprovincial migration, and decreases through (c) emigration to other provinces and countries and (d) deaths.*

There is some confusion, by the way, in the popular interpretation of the concept of "zero population growth". Some define it as no excess of births over deaths, a situation obviously affected by changes in both birth rates and death rates. Others use the concept of "generation replacement", that is, the birth of enough children to replace the parent generation (of actual and potential parents in an age group). Demographically speaking, daughters are more precious than sons, because they are needed to bear children. Since fewer of them are born, a birth rate of 2.1 is required for zero

---

* Readers interested in the pictorial representation of these four factors should turn to Graph 5, p. 26, of my September 1977, Canadian Education Association monograph, entitled, "Implications for Education of Recent Trends in Live Births and International and Interprovincial Migration of Children".

TABLE 2.13

LIFE TABLE FOR MALE, FEMALE AND TOTAL

	NUMBER OF SURVIVORS TO AGE X*						
AGE	MALE	FEMALE	TOTAL	AGE	MALE	FEMALE	TOTAL
0	100000	100000	100000	65	70332	83500	76916
1	98214	98641	98428	66	68158	82296	75227
2	98106	98540	98323	67	65872	80992	73432
3	98041	98466	98254	68	63470	79577	71524
4	97979	98419	98199	69	60958	78044	69501
5	97916	98377	98147	70	58342	76392	67367
6	97860	98340	98100	71	55630	74614	65122
7	97815	98308	98062	72	52831	72697	62764
8	97778	98280	98029	73	49952	70628	60290
9	97745	98256	98001	74	47011	68402	57707
10	97714	98233	97974	75	44027	66022	55025
11	97681	98210	97946	76	41014	63483	52249
12	97646	98187	97917	77	37986	60781	49384
13	97606	98161	97884	78	34951	57910	46431
14	97554	98131	97843	79	31929	54873	43401
15	97483	98097	97790	80	28944	51687	40316
16	97392	98057	97725	81	26018	48368	37193
17	97282	98013	97648	82	23171	44932	34052
18	97158	97965	97562	83	20422	41399	30911
19	97024	97917	97471	84	17796	37800	27798
20	96883	97869	97376	85	15317	34178	24748
21	96738	97823	97281	86	13009	30574	21792
22	96590	97778	97184	87	10886	27029	18958
23	96442	97733	97088	88	8963	23586	16275
24	96297	97688	96993	89	7248	20290	13769
25	96159	97640	96900	90	5750	17188	11469
26	96029	97591	96810	91	4466	14319	9393
27	95905	97540	96723	92	3390	11712	7551
28	95786	97485	96636	93	2508	9389	5949
29	95667	97426	96547	94	1805	7364	4585
30	95548	97363	96456	95	1260	5641	3451
31	95427	97295	96361	96	851	4211	2531
32	95303	97221	96262	97	554	3056	1805
33	95172	97141	96157	98	346	2151	1249
34	95034	97055	96045	99	207	1464	836
35	94887	96961	95924	100	118	960	539
36	94728	96859	95794	101	64	605	335
37	94556	96748	95652	102	32	365	199
38	94367	96627	95497	103	15	209	112
39	94158	96494	95326	104	7	114	61
40	93927	96348	95138	105	3	58	31
41	93671	96187	94929	106		28	
42	93387	96012	94700	107		12	
43	93073	95819	94446	108		5	
44	92728	95611	94170	109		2	
45	92352	95385	93869	110		1	
46	91940	95141	93541				
47	91489	94876	93183				
48	90990	94587	92789				
49	90435	94271	92353				
50	89820	93925	91873				
51	89139	93546	91343				
52	88387	93133	90760				
53	87562	92682	90122				
54	86663	92191	89427				
55	85688	91659	88674				
56	84635	91084	87860				
57	83495	90462	86979				
58	82257	89792	86025				
59	80911	89071	84991				
60	79449	88302	83876				
61	77867	87480	82674				
62	76164	86597	81381				
63	74338	85645	79992				
64	72392	84614	78503				

* Number of Survivors of a cohort of 100,000 persons i.e. the number of persons still alive at the beginning of each age X.
Source: Statistics Canada - Life Tables Canada and Provinces, 1970-72 (Catalogue 84-532)

population growth. Actually, births have played a major role in our growth, not immigration, at least so far, and deaths, not emigration, have been the major loss factor in most years.

It is important from our point of view, as educators, to distinguish between interprovincial and international migration, since in the former -- but not necessarily in the latter -- we normally have the same language and culture, especially those of school age in the case of both types of migration, and in the net migration for any particular province.

The data given in Tables 2.14(a) and 2.14(b) show, by province, the net interprovincial transfer of children under 16 years of age, plus any 16 and 17 year olds with no taxable income but in receipt of family allowances. Included, to bring the figures up-to-date, are the net transfers for July to December 1977, again by province. These data are secured through Statistics Canada, but originate in the Family Allowances Division of the Department of Health and Welfare. International migration data are obtained from the Department of Manpower and Immigration, again through Statistics Canada.

Observe that Ontario has traditionally gained heavily from the other provinces; not the gain of 18,335 children in 1969-70 followed by 15,323 the next year. (The totals are recorded from July to June after 1958-59, but June to May before that.) A changeover from gains to losses occurred in 1972-73, with a net gain of only 167 children. There was a net loss of 10,012 children in 1974-75, but the losses changed to small gains in the early months of 1977, and if economic conditions improve in Ontario (i.e., more jobs become available) there seems no doubt that the traditional pattern of migration will be resumed.

The net international migration of children under 18 years of age, by province and year from 1968-69 to the present, is shown in Table 2.15. Ontario gains very heavily. Well over 50% of all immigrant children come to Ontario, year after year, and often the gain is far larger than from other provinces.

The information available on the age distribution of all immigrant children who are listed with Ontario as their destination for the past

TABLE 2.14(a)

NET INTERPROVINCIAL MIGRATION OF CHILDREN 15 YEARS OF AGE AND UNDER, 1950-51 TO 1975-76[1]

YEAR	NFLD.	P.E.I.	N.S.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C.	YUKON AND N.W.T.
1950-51	- 743	+ 242	- 1,569	- 2,703	- 626	+ 7,970	- 1,327	- 3,271	+ 1,272	+ 1,162	-
1951-52	- 490	- 400	- 1,382	- 1,730	- 389	+ 5,863	- 1,658	- 3,949	+ 101	+ 3,744	-
1952-53	- 9	- 343	- 1,053	- 1,139	- 1,803	+ 2,884	- 1,481	- 2,010	+ 1,888	+ 3,236	-
1953-54	- 99	- 430	- 1,607	- 1,431	- 1,224	+ 5,154	- 1,205	- 108	+ 897	+ 2,392	-
1954-55	+ 54	- 495	- 769	- 676	- 705	+ 1,414	- 771	- 3,142	- 370	+ 3,471	-
1955-56	- 99	- 371	- 1,860	- 1,091	- 1,836	+ 5,334	- 2,370	- 5,345	- 1,119	+ 6,801	-
1956-57	- 385	- 489	- 3,001	- 860	- 1,959	+ 5,331	- 3,627	- 6,266	- 1,270	+ 9,082	-
1957-58	- 548	- 14	- 2,172	- 18	- 184	+ 1,986	- 1,589	- 2,239	+ 349	+ 2,921	-
1958-59	- 374	+ 84	- 1,058	+ 771	- 1,057	+ 1,359	- 376	- 1,419	+ 2,065	- 606	- 53
1959-60	- 416	+ 70	- 1,526	- 472	- 550	+ 2,457	- 627	- 3,378	+ 2,344	+ 1,539	- 60
1960-61	- 77	+ 99	- 925	+ 429	+ 1,757	- 1,103	- 253	- 2,441	+ 1,736	+ 314	+ 141
1961-62	- 18	+ 418	- 1,230	- 893	+ 2,885	- 893	- 563	- 3,490	+ 2,032	+ 1,293	+ 49
1962-63	- 256	- 232	+ 217	- 1,426	+ 242	+ 593	+ 744	- 3,870	+ 815	+ 3,719	- 226
1963-64	- 965	- 229	- 2,273	- 1,655	- 208	+ 4,445	- 1,541	- 1,685	- 1,707	+ 6,151	- 484
1964-65	- 1,346	- 521	- 3,307	- 1,128	- 589	+ 6,241	- 2,889	- 1,913	- 2,576	+ 8,419	- 909
1965-66	- 2,465	- 517	- 3,030	- 2,760	- 3,412	+11,004	- 4,746	- 3,232	- 4,386	+14,012	- 468
1966-67	- 2,052	- 387	- 2,616	- 2,497	- 3,898	+ 8,526	- 4,360	- 3,763	- 507	+12,148	- 594
1967-68	- 1,435	- 163	- 1,185	- 925	- 5,391	+ 5,035	- 2,696	- 2,753	+ 1,516	+ 8,177	- 180
1968-69	- 949	- 351	- 764	- 1,791	- 5,290	+ 5,805	- 2,409	- 4,983	+ 1,860	+ 8,852	+ 20
1969-70	- 3,445	- 687	- 1,783	- 2,950	-10,322	+18,335	- 3,505	- 9,334	+ 1,932	+11,614	+ 145
1970-71	- 1,795	- 43	- 1,571	- 433	-10,500	+15,323	- 2,423	- 7,884	+ 1,201	+ 7,511	+ 614
1971-72	- 257	- 13	- 636	- 114	- 5,612	+ 4,693	- 3,228	- 6,307	+ 484	+10,817	+ 173
1972-73	- 886	- 147	+ 1,239	+ 425	- 4,737	+ 167	- 2,145	- 5,231	+ 733	+10,407	- 119
1973-74	- 871	+ 278	- 167	+ 62	- 293	- 1,335	- 1,110	- 2,176	+ 1,897	+ 4,250	- 535
1974-75	+ 236	+ 411	+ 667	+ 1,914	- 2,316	-10,012	- 2,253	+ 544	+ 7,006	+ 3,838	- 55
1975-76	+ 210	+ 185	+ 913	+ 1,799	- 2,970	- 7,209	- 1,927	+ 2,183	+ 7,979	- 1,025	- 138
1976-77	- 907	+ 426	- 173	+ 355	- 6,546	- 1,965	- 1,000	+ 1,907	+ 7,911	+ 447	- 449

[1] Figures since January 1, 1974 include 16 and 17 year olds with no taxable incomes.

Note: The data are compiled for a census year (June to May) up to and including 1958-59 and for July to June thereafter. Up to 1964, the interprovincial emigatrion of children does not equal the interprovincial immigration of children due to incomplete data.

Source: Family Allowance Statistics

TABLE 2.14(b)

NET INTERPROVINCIAL MIGRATION OF CHILDREN

JULY 1977 TO DEC. 1977

(FROM FAMILY ALLOWANCES STATISTICS,
HEALTH AND WELFARE CANADA)

PROVINCE	TOTAL: JULY 1977 TO DEC. 1977	JULY 1977 TO DECEMBER 1977					
		JULY	AUGUST	SEPT.	OCT.	NOV.	DEC.
Newfoundland	- 907	- 35	- 21	-217	-168	-180	+113
	(Cum)	- 35	- 56	-273	-441	-621	-508
Prince Edward Island	+ 420	61	46	53	66	21	0
	(Cum)	61	107	160	226	247	247
Nova Scotia	- 173	- 7	184	- 28	- 35	- 39	+ 58
	(Cum)	- 7	177	149	114	75	133
New Brunswick	+ 355	67	120	25	47	65	+ 39
	(Cum)	67	187	212	259	324	363
Quebec	-6,546	-1,164	-2,106	-1,758	-1,733	-1,407	-1,176
	(Cum)	-1,164	-3,270	-5,028	-6,761	-8,168	-9,344
Ontario	-1,965	24	386	938	430	235	212
	(Cum)	24	410	1,348	1,778	2,013	2,225
Manitoba	-1,000	-371	-334	-291	-198	9	- 33
	(Cum)	-371	-705	-996	-1,194	-1,185	-1,218
Saskatchewan	1,907	66	5	179	90	- 18	- 66
	(Cum)	66	71	250	340	322	256
Alberta	7,911	942	1,344	666	1,052	449	265
	(Cum)	942	2,286	2,952	4,004	4,453	4,718
British Columbia	447	392	370	405	455	972	505
	(Cum)	392	762	1,167	1,622	2,594	3,099
North West Territories	- 184	6	- 11	37	- 27	-118	- 37
	(Cum)	6	- 5	32	- 5	-113	-150
Yukon	- 265	19	17	- 9	21	11	- 12
	(Cum)	19	36	27	48	59	47

TABLE: 2.15

NET INTERNATIONAL MIGRATION OF CHILDREN UNDER 18 YEARS OF AGE, 1970-71 TO 1975-76

YEAR	NFLD.	P.E.I.	N.S.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C.	YUKON & N.W.T.	TOTAL
1968-69	-201	- 54	-167	-698	1,722	13,501	1,312	287	2,355	4,228	28	22,313
1969-70	-101	- 50	149	-431	309	13,995	1,206	110	2,104	4,448	48	21,787
1970-71	-279	- 55	- 26	-235	- 925	11,070	1,064	- 86	1,795	3,535	41	15,899
1971-72	-316	- 58	-109	-123	- 999	9,845	899	45	1,654	3,404	45	14,287
1972-73	- 67	38	247	215	933	15,696	1,162	175	2,155	5,401	89	26,044
1973-74	-1,274	85	381	757	4,842	25,703	1,690	563	3,251	7,572	61	43,631
1974-75	-909	83	610	842	6,303	30,200	2,194	737	4,086	9,605	115	53,866
1975-76	-139	21	210	651	5,947	22,757	1,821	564	4,488	6,191	60	42,571
1976-77*	-222	8	177	328	5,962	15,457	1,459	558	3,831	3,813	35	31,406

Note: S.C. Cat. #81-216.

*unpublished Statistics Canada data.

few years is given in Table 2.16. The percentages of international immigrants under 18 years of age by official language coming to Ontario from 1970-71 to date are shown in Table 2.17. There have been quite marked changes in country of origin of immigrants in recent years, and the relevant data for 1962 to 1976 are given in Table 2.18. Obviously the shift in country of last permanent residence, combined with the fact that over 40% speak neither English nor French, poses some major problems for Ontario educators and others.

To get a summary of the effects of migration of both types on the age distributions at the time of the 1976 census, we calculated for each province and territory the number of persons at each single year of age from under 1 to 25 years, based on the Life Table survival values. Knowing the actual number of persons at the census, one can then by subtraction determine the gains through migration. Some of the graphs (2.16 through 2.28) are extraordinary, and reveal gaps in the information that simply must be filled.

For Ontario, the gains through migration are spread over practically the whole under 1 to 25 years range, except for an unexpected "loss" of babies under 3 years of age, an unexplained mystery. The gains are very great indeed for the late teens and early twenties. For the four Atlantic provinces, observe the unexpected gains of young children of school age, again something of a mystery. We suspect they have come back in large numbers from the United States. There are gains in Quebec of children to be educated, but losses beyond age 16, heavy losses for Saskatchewan and fantastic gains for Alberta and British Columbia (Go West, Young Person?). For the Yukon and Northwest Territories we used the Saskatchewan Life Table values to calculate the expected numbers, and hence the "losses" may be more apparent than real. But the pattern across our country is clear enough, with shifts from East to West, with Ontario as the pivot. In recent months Ontario has been gaining heavily from Quebec but losing at about the same rate to Alberta and British Columbia.

What the future holds for migration shifts depends in large part, it seems, upon unemployment and general economic conditions. Young people move, with their children and other dependents, to the geographic areas where jobs

TABLE 2.16

IMMIGRATION TO ONTARIO OF CHILDREN AGED EIGHTEEN AND UNDER BY AGE GROUPS AND SINGLE YEARS OF AGE, 1969-1976[1]

Age group/ single years[2]	1969	1970	1971	1972	1973[3]	1974[3]	1975	1976
0-4	7,490	6,793	6,322	5,546	7,860	10,230	8,437	5,416
0	671	602	463	487	507	663	52?	384
1	1,695	1,594	1,246	1,241	1,677	2,001	1,714	1,131
2	1,763	1,599	1,239	1,319	1,933	2,428	1,909	1,257
3	1,714	1,452	1,212	1,286	1,869	2,564	2,138	1,287
4	1,647	1,456	1,162	1,213	1,874	2,574	2,154	1,357
5-9	6,833	6,152	4,999	5,320	8,179	11,776	10,386	7,177
5	1,639	1,363	1,063	1,137	1,832	2,569	2,212	1,466
6	,512	1,371	1,076	1,149	1,712	2,448	2,188	1,525
7	1,361	1,213	1,042	1,095	1,644	2,350	2,000	1,397
8	1,213	1,158	930	1,007	1,540	2,265	2,005	1,412
9	1,108	1,047	88	932	1,451	2,144	1,981	1,377
10-14	4,362	4,078	3,556	3,757	5,860	8,684	8,450	6,147
10	994	994	805	916	1,346	2,047	1,851	1,388
11	985	857	737	802	1,285	1,815	1,827	1,270
12	910	830	716	740	1,168	1,688	1,692	1,238
13	747	713	641	669	1,053	1,517	1,572	1,136
14	726	684	657	630	1,008	1,617	1,508	1,115
15-19	4,460	4,125	3,476	3,663	5,731	6,558	5,958	4,374
15	713	647	623	618	981	1,412	1,441	1,067
16	863	818	656	730	1,163	1,433	1,371	1,093
17	1,214	1,151	1,021	1,030	1,554	1,771	1,480	1,096
18	1,670	1,509	1,176	1,285	2,033	1,942	1,666	1,318
Total	13,145	21,148	17,353	18,286	27,630	37,248	33,231	23,314

[1] Unpublished data supplied by Department of Manpower and Immigration, Ottawa. The figures, although accurate, differ slightly from those previously published.

[2] Computed as of December 31st each year.

[3] The figures for these years are slightly inflated, as individuals who entered Canada without "landed immigrant" status applied for such status under the "Adjustment of Status Program" administered by the Department of Manpower and Immigration.

TABLE 2.17

PERCENTAGES OF INTERNATIONAL IMMIGRANTS TO ONTARIO UNDER 18 YEARS OF AGE, BY OFFICIAL LANGUAGE(S) SPOKEN 1970-71 TO 1975-76

Year	English	French	English & French	Neither English Nor French	Total
1970-71	55.0	1.2	0.2	43.6	100.0
1971-72	55.1	0.8	0.2	43.9	100.0
1972-73	57.7	1.0	0.2	41.1	100.0
1973-74	57.0	0.8	0.2	42.0	100.0
1974-75	56.4	0.8	0.2	42.6	100.0
1975-76	60.0	0.7	0.2	39.1	100.0

Source: Department of Manpower and Immigration

TABLE 2.18

IMMIGRATION TO ONTARIO BY MAJOR COUNTRIES OF LAST PERMANENT RESIDENCE, 1962-76

YEAR	U.K. & IRELAND	BELG., FR., GER., NETH.	ITALY	PORTUGAL & GREECE	TOTAL OF EUROPE*	U.S.A.	WEST INDIAN ANTILLES**	SO. & CEN. AMERICA	AFRICA	ASIA	AUSTRALASIA***	OTHER****	GRAND TOTAL
1962	9,448	4,382	7,664	3,066	28,477	5,093	827	693	536	963	592	29	37,210
1963	16,320	5,523	8,734	4,062	38,909	5,295	1,212	1,055	700	1,220	706	119	49,216
1964	19,643	5,558	12,821	5,316	49,348	5,364	1,105	1,418	1,019	2,291	917	6	61,468
1965	24,943	7,521	18,457	6,442	63,962	6,099	1,669	1,523	881	4,508	1,041	19	7[illegible] 702
1966	41,635	8,606	21,722	8,743	88,171	6,850	2,314	1,555	1,362	5,783	1,543	43	107,621
1967	38,561	10,158	19,612	12,701	89,792	7,011	5,117	1,910	1,660	9,144	2,189	27	116,850
1968	22,945	8,662	13,592	9,976	68,386	8,200	4,798	1,700	1,639	9,565	1,824	43	96,155
1969	20,348	6,433	6,929	8,798	51,664	9,400	8,487	3,194	1,266	10,588	1,915	74	86,588
1970	17,013	4,724	5,702	9,039	45,010	10,128	8,523	3,639	1,365	10,039	1,897	131	80,732
1971	9,892	2,754	3,799	8,624	30,345	9,237	7,357	3,581	1,489	10,928	1,333	87	64,357
1972	11,790	2,716	3,090	8,148	30,333	9,063	5,516	3,189	3,509	11,066	1,009	120	63,805
1973	17,000	3,526	3,824	13,206	43,648	9,945	13,960	8,876	3,983	21,570	1,083	122	103,187
1974	22,698	3,941	3,567	15,848	52,481	9,749	15,676	9,530	5,313	26,040	1,072	254	120,115
1975	18,868	3,190	3,396	8,673	39,240	7,723	11,993	9,817	5,086	23,463	794	355	98,471
1976	11,569	2,265	2,457	4,961	24,823	6,292	9,196	6,987	3,792	20,059	683	199	72,031

Source: Department of Manpower and Immigration, Immigration Statistics (1962-76). Ottawa, Queen's Printer.

*Including countries other than those listed.
**Including all the West Indies in the Caribbean Sea, except the Bahamas.
***Includes Australia, New Zealand, Tasmania, and British Commonwealth nations in the SW Pacific.
****Including Oceania, ocean islands and other countries, n.e.s.

CHART 2.16

PRINCE EDWARD ISLAND: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

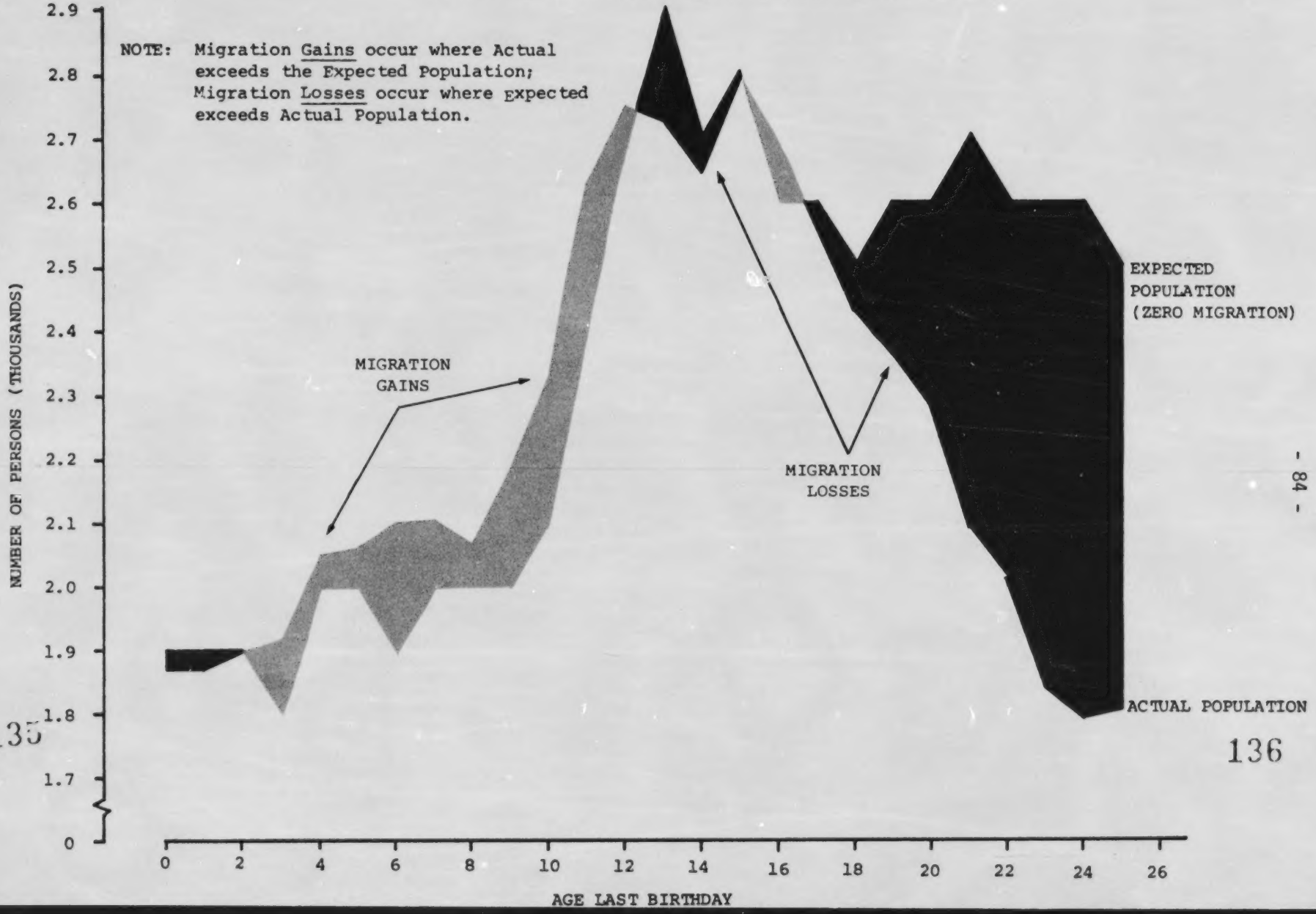


CHART 2.17

NOVA SCOTIA: MIGRATION EFFECTS - 1976

(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

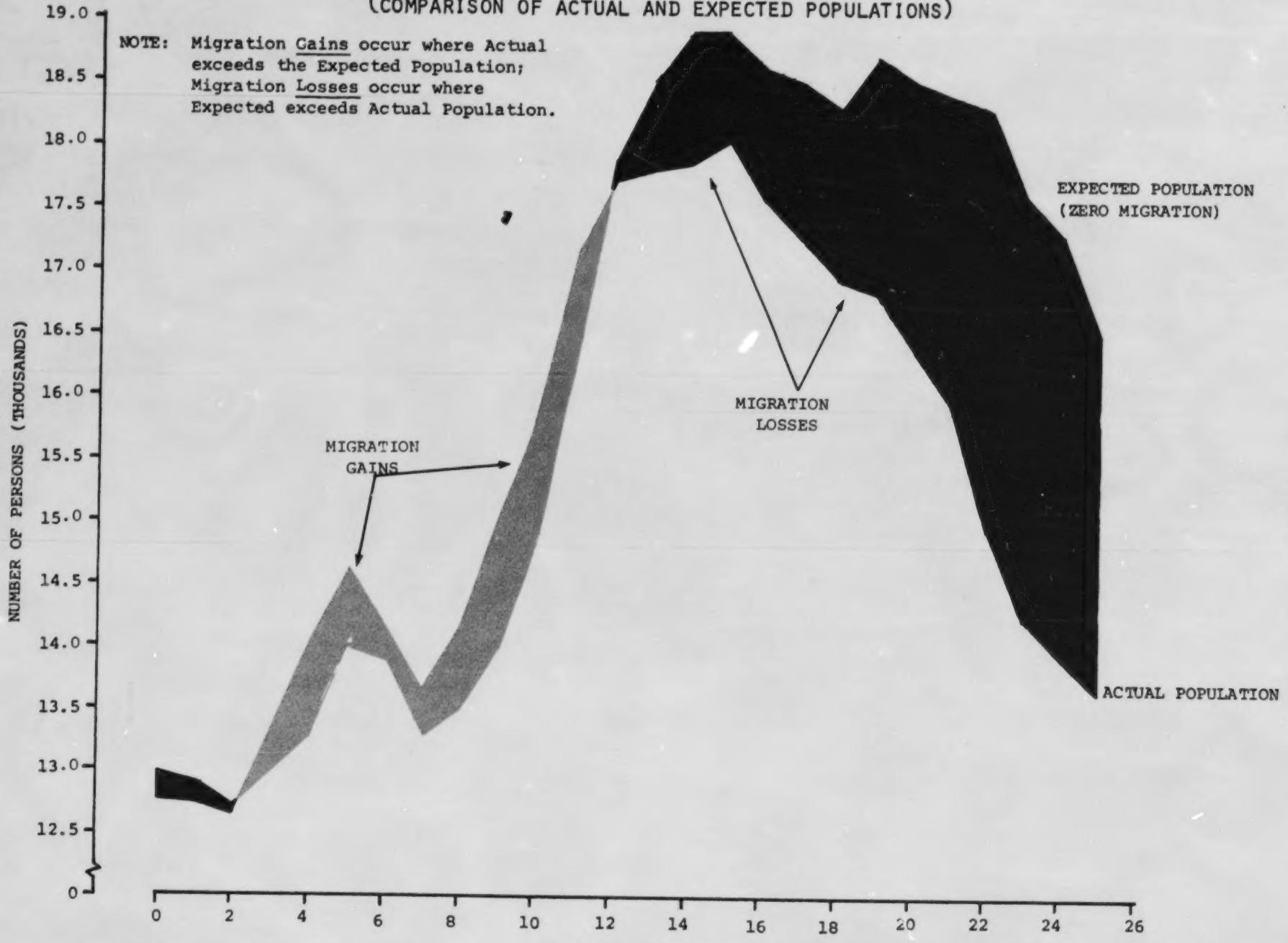


CHART 2.18

NEW BRUNSWICK: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

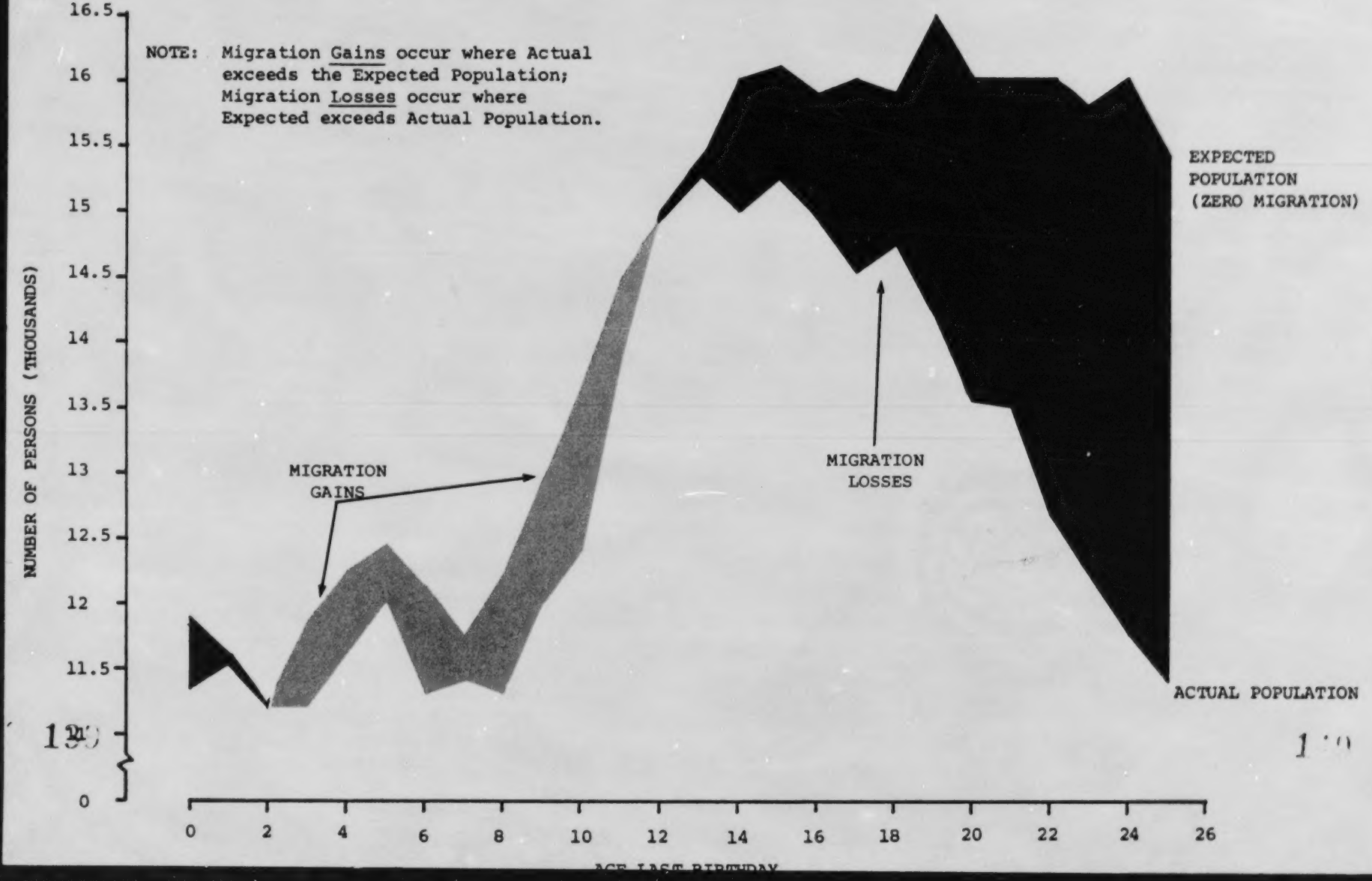
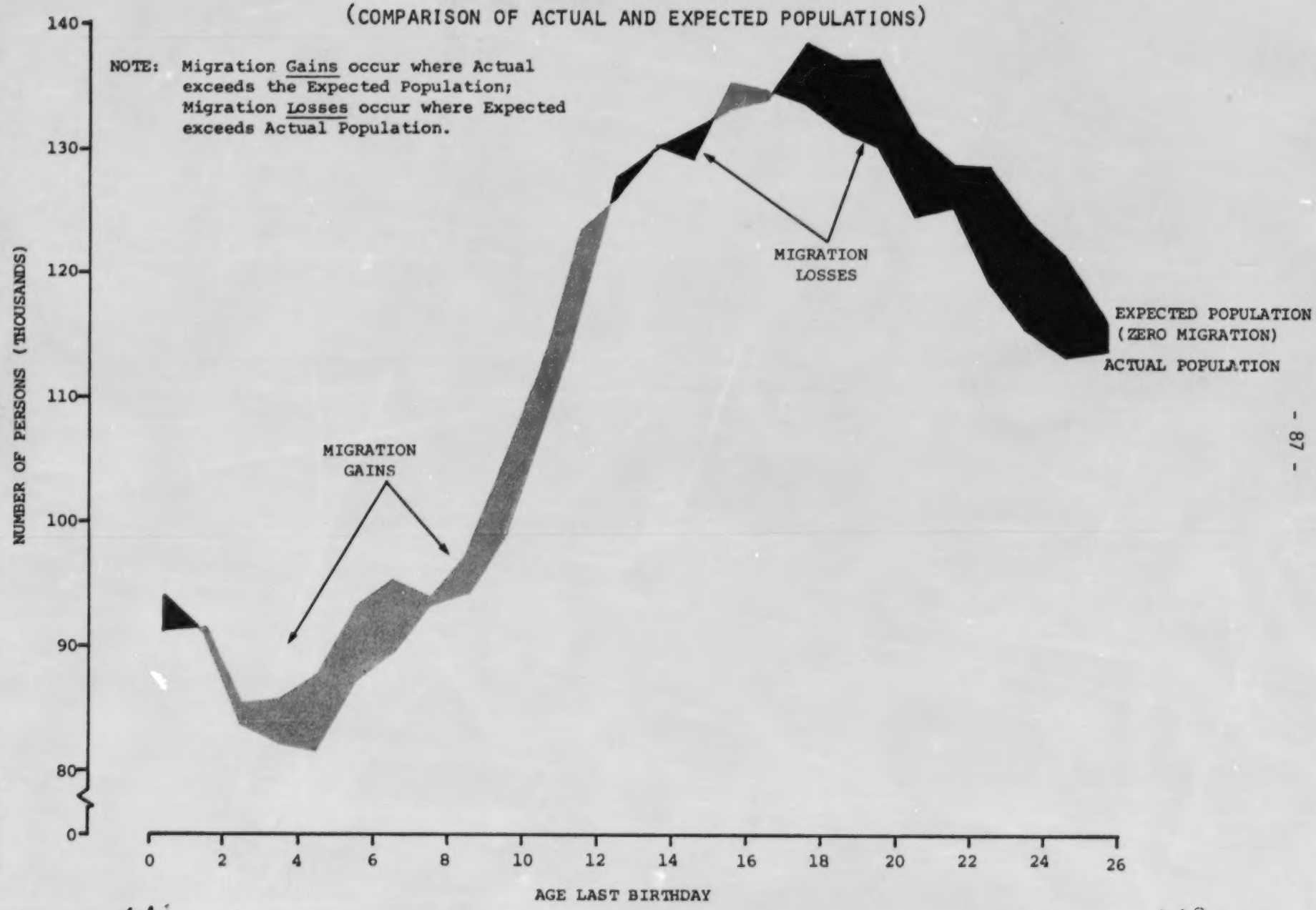


CHART 2.19

QUEBEC: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)



141

142

CHART 2.20

ONTARIO: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATION)

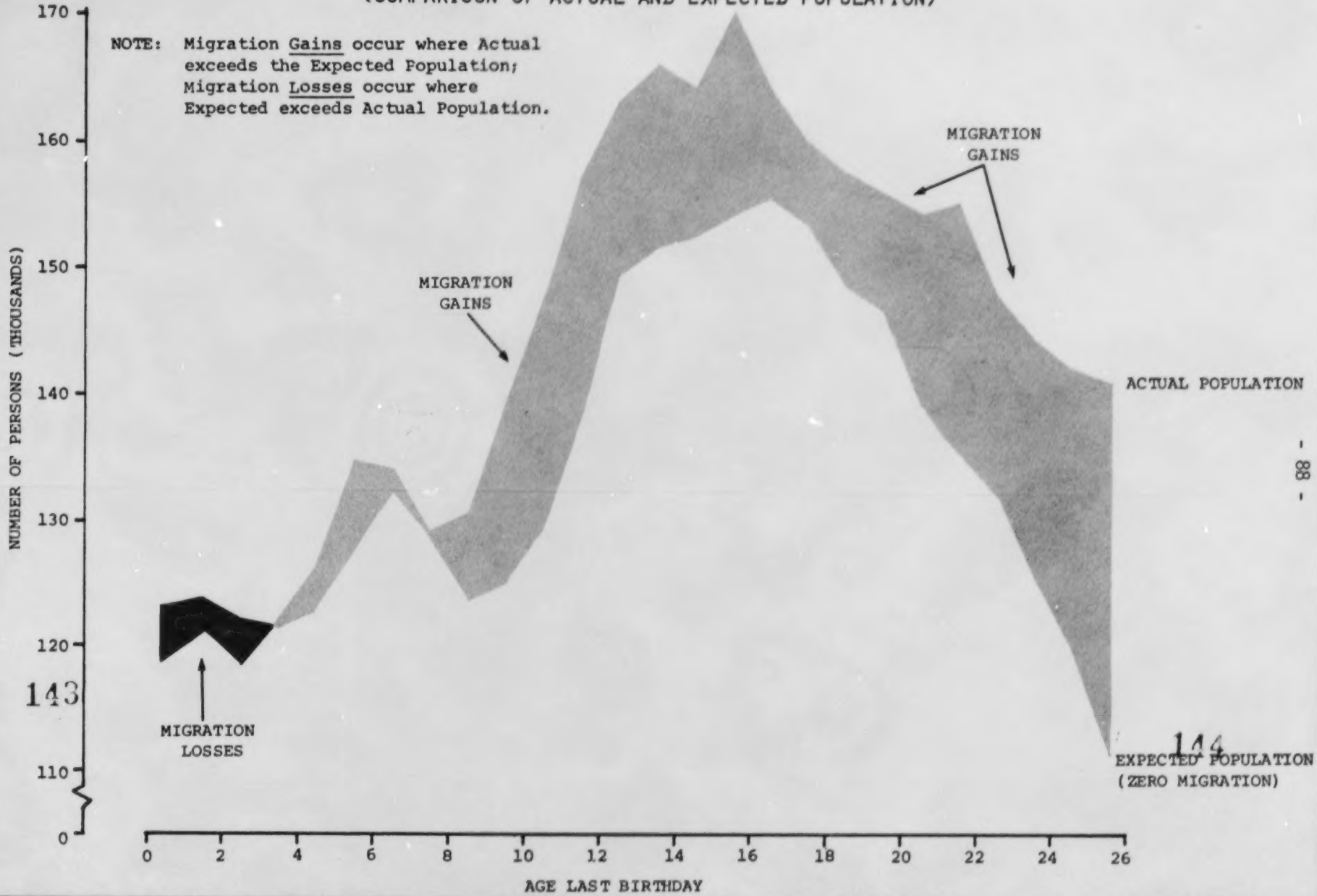


CHART 2.21

MANITOBA: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

NOTE: Migration Gains occur where Actual exceeds the Expected Population; Migration Losses occur where Expected exceeds Actual Population.

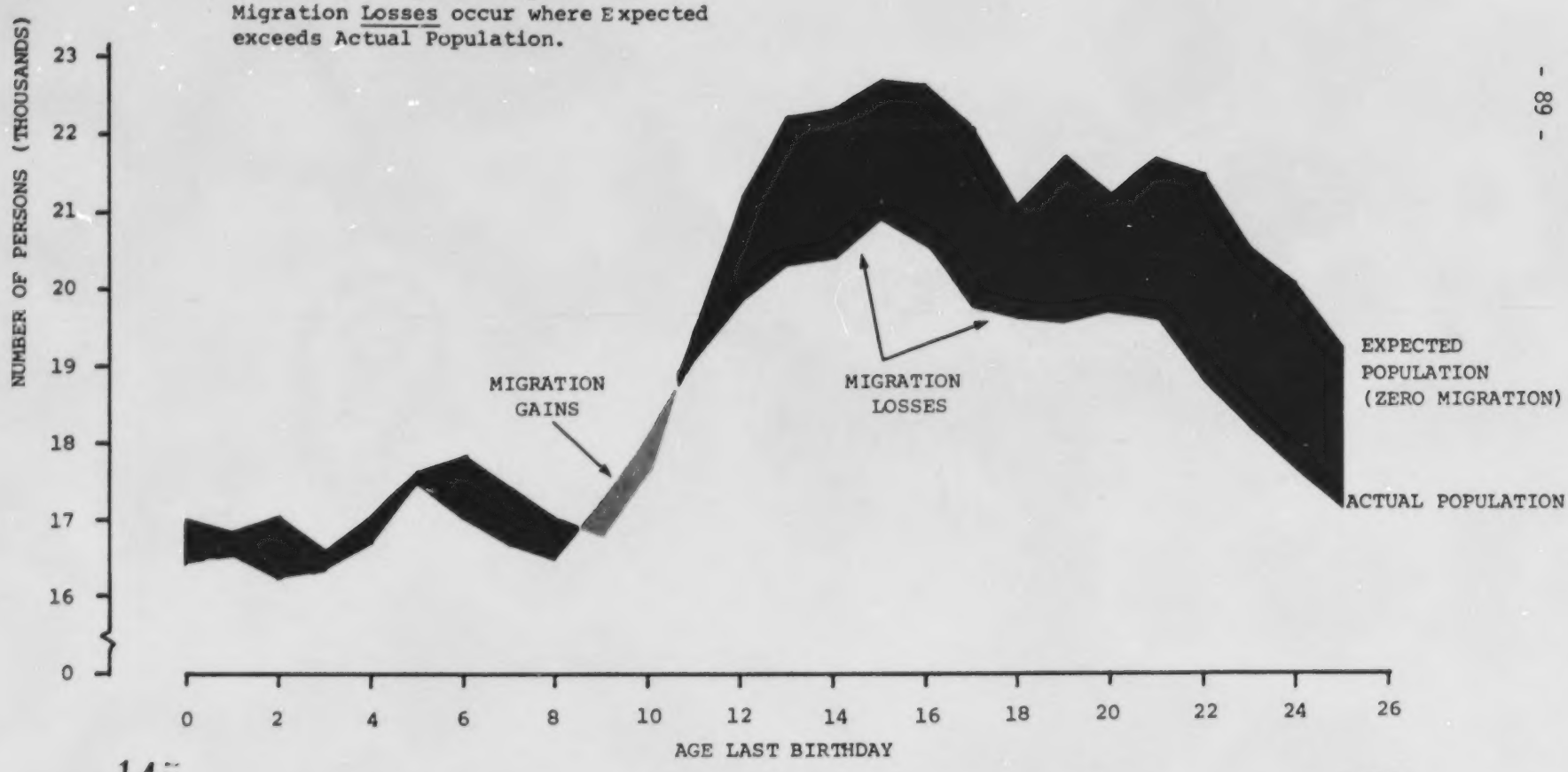
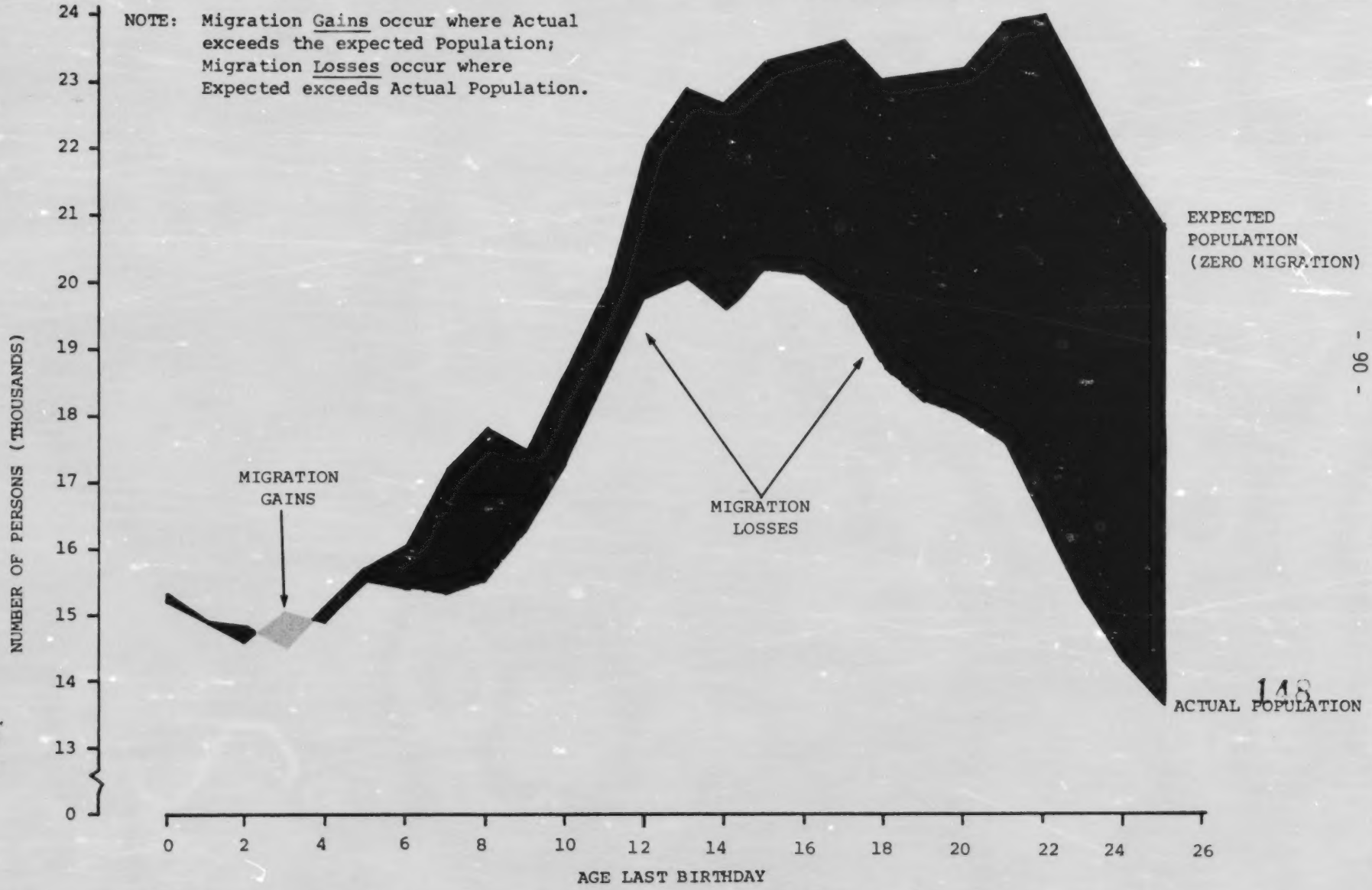


CHART 2.22

SASKATCHEWAN: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)



ALBERTA: MIGRATION EFFECTS - 1976

(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

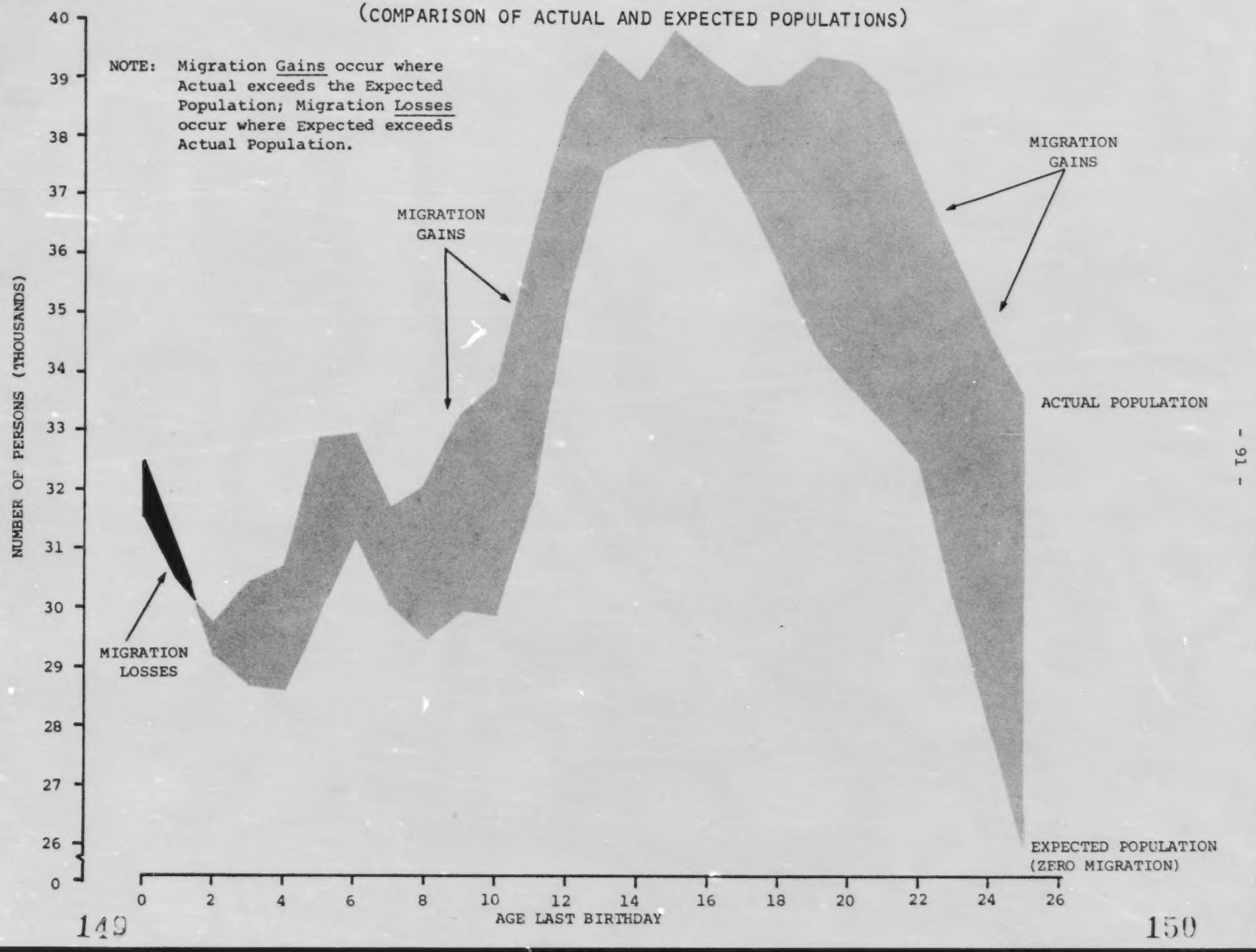
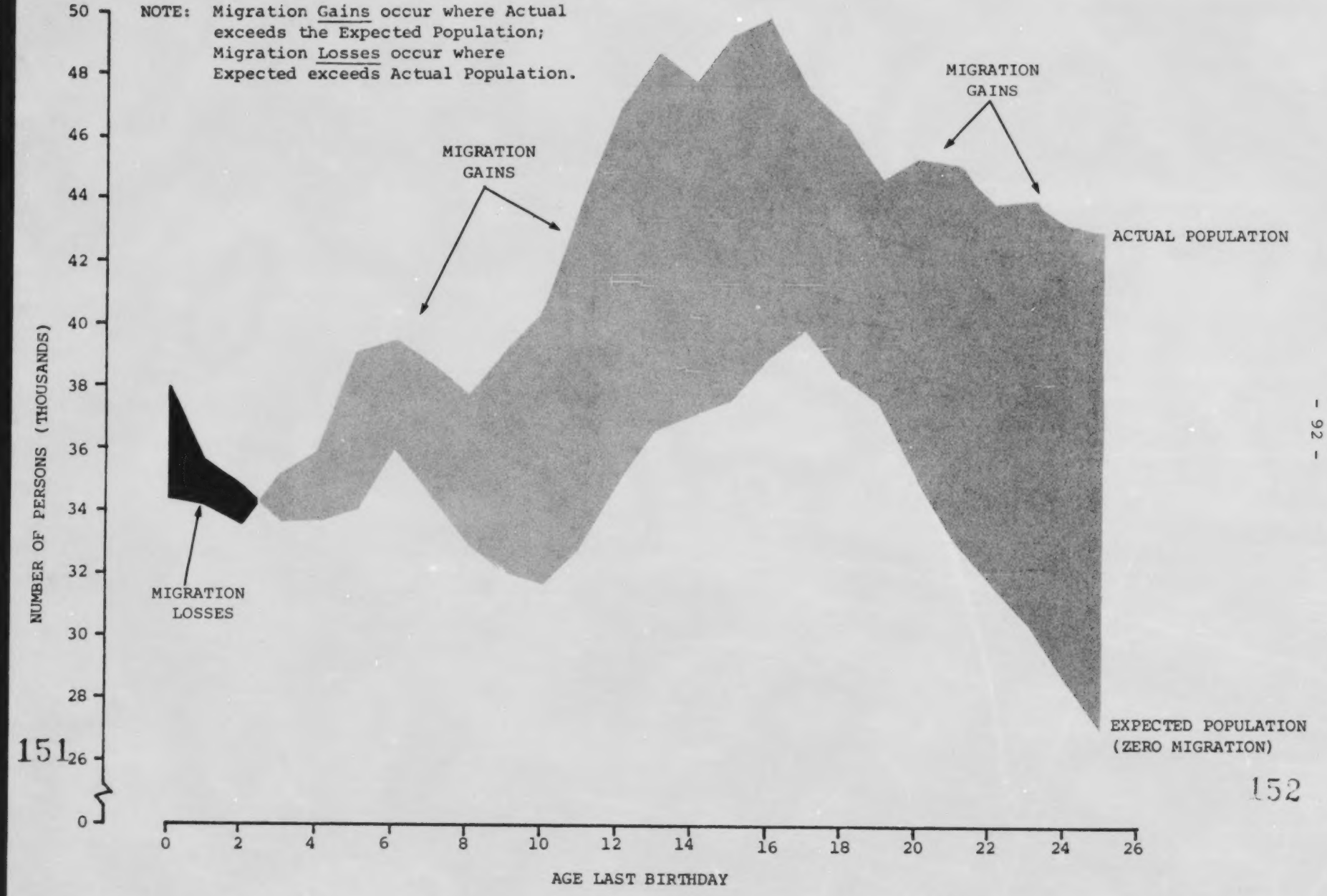


CHART 2.24

BRITISH COLUMBIA: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)



151

152

CHART 2.25

YUKON: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

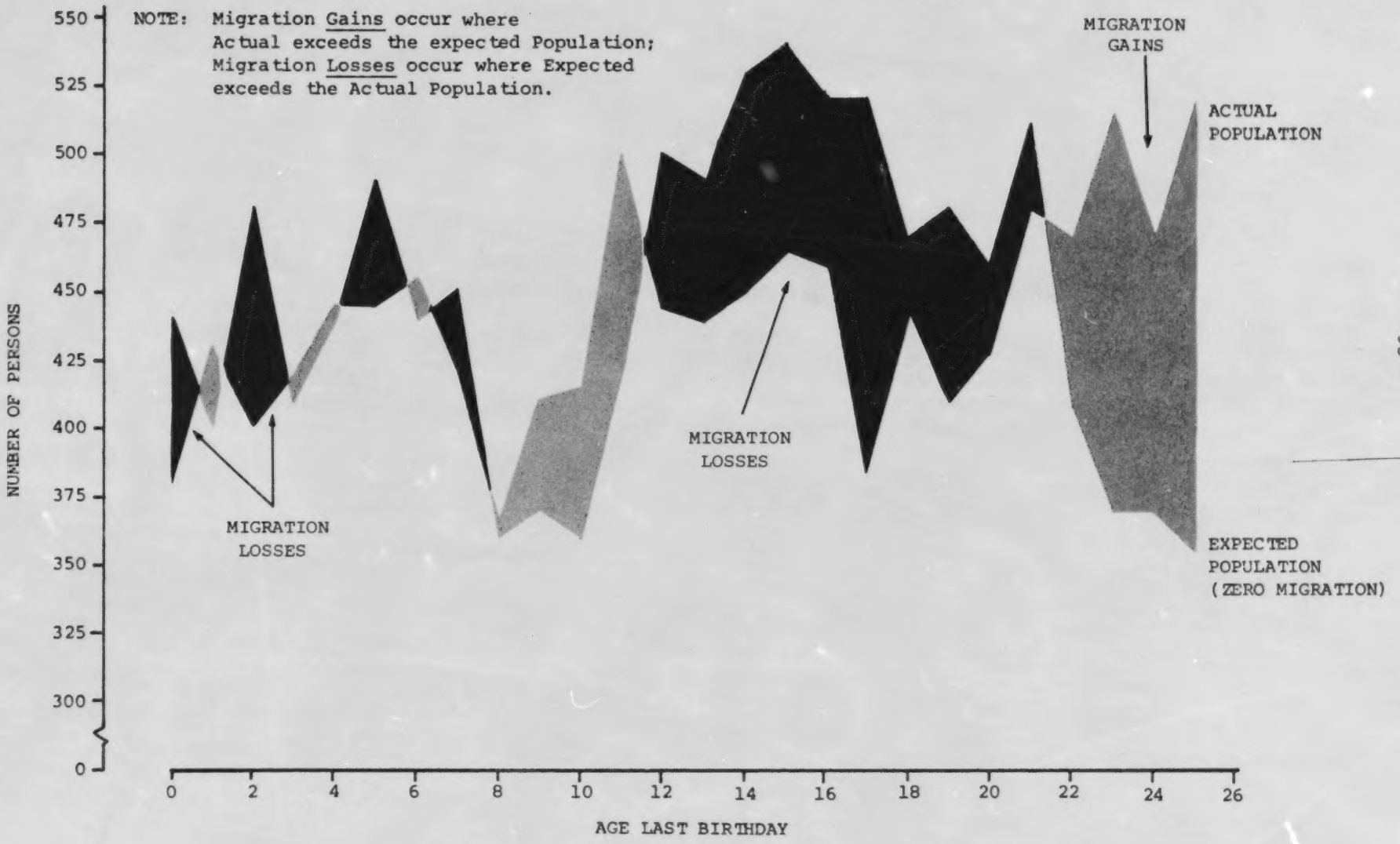
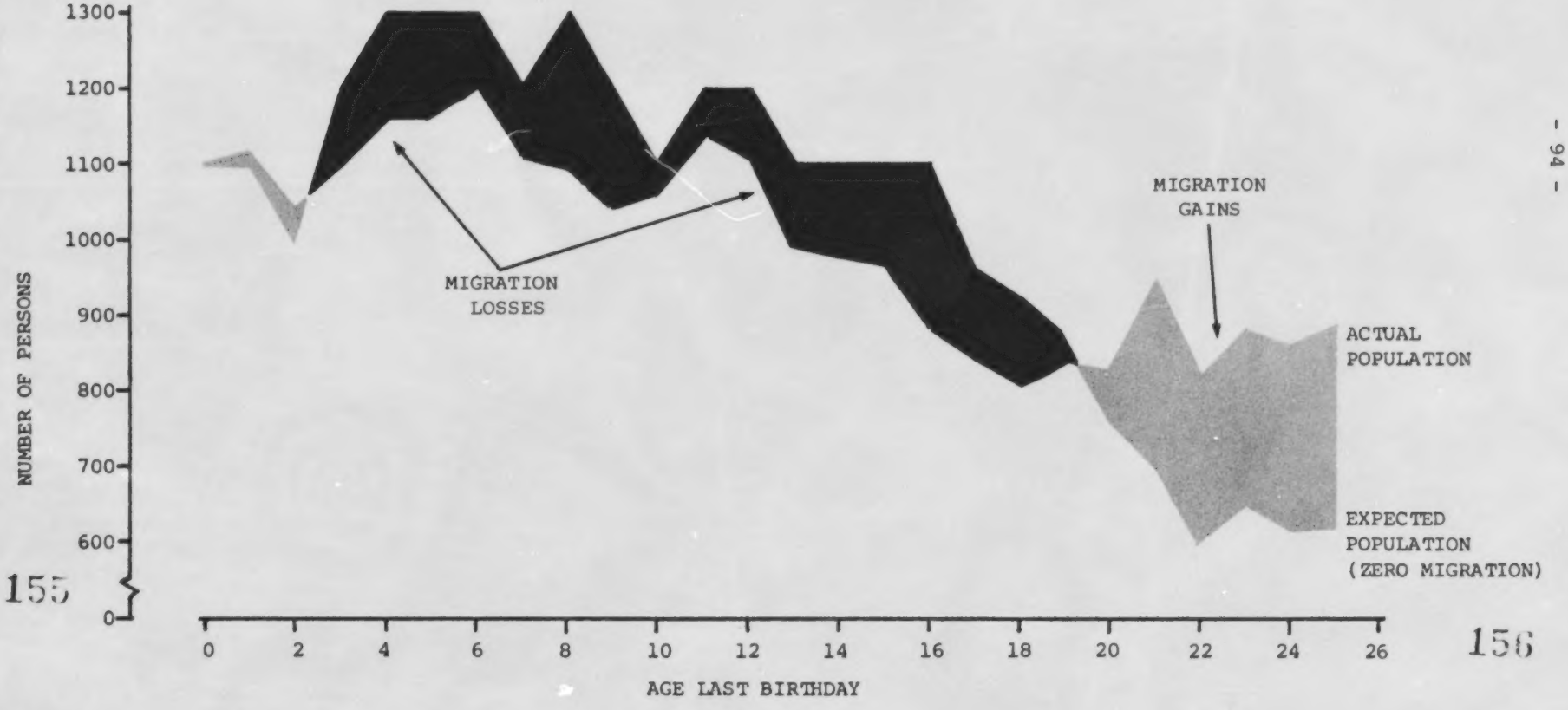


CHART 2.26

NORTH WEST TERRITORIES: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

NOTE: Migration Gains occur where Actual exceeds the Expected Population; Migration Losses occur where Expected exceeds the Actual Population.



155

156

CHART 2.27

NEWFOUNDLAND: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

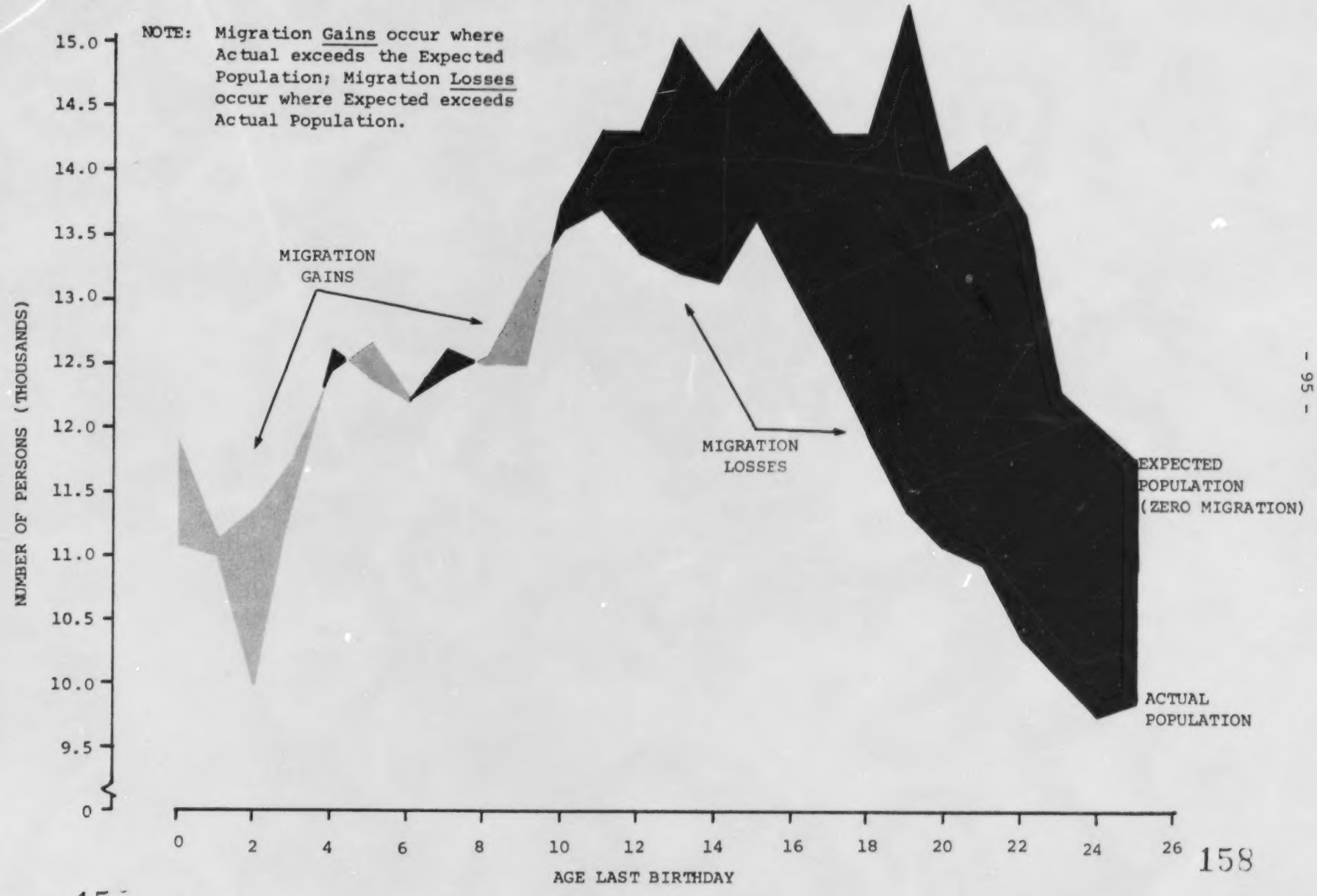
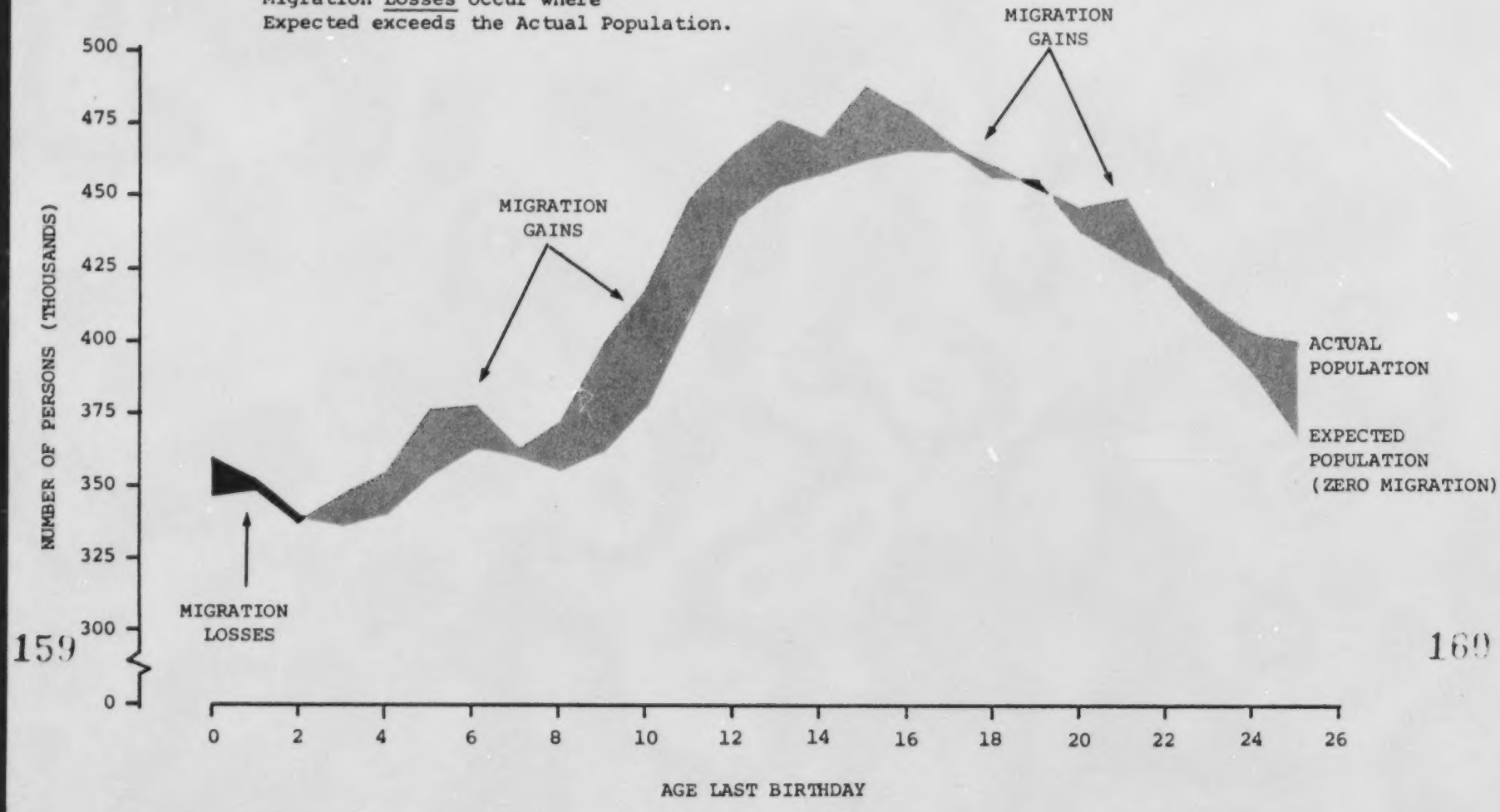


CHART 2.28

CANADA: MIGRATION EFFECTS - 1976
(COMPARISON OF ACTUAL AND EXPECTED POPULATIONS)

NOTE: Migration Gains occur where Actual exceeds the Expected Population; Migration Losses occur where Expected exceeds the Actual Population.



are plentiful, and seem to "come back home" to weather a recession. Thus, if and when the economy improves in Ontario, the traditional patterns of movement westward from the East may re-appear -- much to the discomfort of the education authorities in the Atlantic provinces, no doubt, who would be left with more empty classrooms and unemployed teachers.

A complication, unexpected by many, will soon arise, at least in international migration, because of the impending shortage of young workers arising from the drastic decreases of births in Canada. It will probably be fairly noticeable as early as 1982 and clearly evident to all by the 1990's. Just what this will mean for interprovincial migration may be debated, but our immigration policy is such that it will undoubtedly mean opening the gates wider to international migrants. Since all of the developed Western World will be affected in the same way as Canada, that is, they will experience a shortage of young workers at about the same time, some countries even more severely than Canada, it seems likely that the "pools" of workers available will be found only in the countries of relatively uncontrolled fertility, such as southern Asia, Black Africa, the Caribbean, Mexico and South America. Whether this will lead to racial misunderstanding and strife remains to be seen: it will be interesting to find out just how tolerant Canadians really are.

Fertility of Our People: the Baby Boom and the Baby Bust

As indicated in earlier sections, the number of women in the child-bearing age groups is directly related to the number of births, for very obvious reasons. The numbers of women in these special cohorts have been very large in recent years because of the earlier Baby Boom of the late 1940's and 1950's. But ever since 1960 the number of live births and the birth rates (however defined) have been in decline, and that decline has been so substantial that it has more than offset the effect of the very large increases in the number of potential parents.

From the peak of about 160,000 live births in 1960, the number has dropped fairly steadily (with exceptions in a few years) to slightly over 123,000

TABLE: 2.19

ONTARIO: 40 YEARS OF LIVE BIRTHS, 1940 TO 1980

PATTERNS OF ACTUAL AND CUMULATIVE GAINS AND LOSSES

Twenty Years of Growth				Twenty Years of Decline			
Year	No. of Live Births	Increase Over 1940	Cumulative Increase	Year	No. of Live Births	Decrease Over 1960	Cumulative Decrease
1940	68,524	-	-	1960	159,245	-	-
1941	72,262	3,738	3,738	1961	157,663	1,582	1,582
1942	78,192	9,668	13,406	1962	156,053	3,192	4,774
1943	81,173	12,649	26,055	1963	155,089	4,156	8,930
1944	78,090	9,566	35,621	1964	152,729	6,516	15,446
1945	78,974	10,450	46,071	1965	141,610	17,636	33,082
1946	97,446	28,922	74,993	1966	131,942	27,303	60,385
1947	108,853	40,329	115,322	1967	127,509	31,736	92,121
1948	104,195	35,671	105,993	1968	126,257	32,988	125,109
1949	106,601	38,077	189,070	1969	130,398	28,847	153,956
1950	108,708	40,184	229,254	1970	134,724	24,521	178,477
1951	114,827	46,303	275,557	1971	130,395	28,850	207,327
1952	123,891	55,367	330,924	1972	125,060	34,185	241,512
1953	129,771	61,247	392,171	1973	123,776	35,469	276,981
1954	136,261	67,737	459,908	1974	124,229	35,016	311,997
1955	139,554	71,030	530,938	1975	125,708	33,537	345,534
1956	143,516	74,992	605,930	1976	124,770[1]	34,475	380,009
1957	150,920	82,396	688,326	1977	123,630[1]	35,615	415,624
1958	152,637	84,113	772,439	1978	122,500[2]	36,745	452,369
1959	157,124	88,600	861,039	1979	123,000[2]	36,245	488,614
1960	159,245	90,721	951,760	1980	123,300[2]	35,945	524,559

Source: Annual Reports of the Ontario Vital Statistics, Registrar General

[1]Preliminary

[2]Estimated

in 1977, a decline of 23.1%. The extraordinary pattern of live births from 1940 to 1960, and from 1960 to 1980, may be seen in Table 2.19. Observe that since 1960, we have lost more than half the cumulative gains in births made during the previous 20 years!

At the same time that these decreases in births occurred, the number of women in the age group 18-35 years increased by 62.3%, as determined from the censuses of 1961 and 1976. The increase in the number of women in the major child-bearing age group, i.e., 18 to 32 years, was even more dramatic, over 72.9% in 15 years.

A pictorial representation of the situation will be found in Charts 2.29 and 2.30, the first showing the estimated number of potential parents each year from 1959 to 2001, with the corresponding number of live births superimposed on it, and the second showing a rough index of fertility from which the number of live births from 1978 to 2001 was projected. An extraordinary situation indeed, is it not? There seems little indication that the trends will change direction; no Echo of the Baby Boom can yet be heard.

There was also a slight downward trend in infant mortality during the 1961-76 period, but the effect is relatively minor in comparison. The effect of number of births on school enrolment is much greater than that of migration and of deaths. Throughout the 1960's and 1970's, the size of the number of births per year was many times that of the number of children gained through international and interprovincial migration, which I refer to as "instant births" as far as Ontario is concerned. These births accounted for over 90% of the growth in elementary school enrolment in the 1950's and 1960's, and about 80% of that in secondary school enrolment.

The effects in the 1970's were equally noticeable, but really in reverse as far as births were concerned. In spite of a marked increase in the number of immigrant children in the early years of the 1970's, and a great expansion of kindergarten services by the expansion of senior kindergartens and particularly of junior kindergartens for the four-year-old children, and substantial increases in special education services, the change in the fertility rate was so dramatic (remember, a 73% increase in the number of potential mothers in the prime child-bearing age group matched

CHART 2.29

ONTARIO: 1959 TO 2001

FERTILITY TRENDS: THAT UNPRECEDENTED DECLINE

NOTE: THE REPRODUCTIVE RATIO USED HERE IS OF COURSE ONLY A FIRST APPROXIMATION TO A MORE VALID MEASURE OF THE FERTILITY OF A POPULATION. BUT IT DOES GIVE A REASONABLY ACCURATE AND EASILY UNDERSTOOD INDEX, SINCE IT COMPARES THE NUMBER OF LIVE BIRTHS IN ANY YEAR TO THE NUMBER OF POTENTIAL PARENTS IN THE MOST FERTILE AGE COHORT, THOSE AGED 18 TO 32 YEARS.

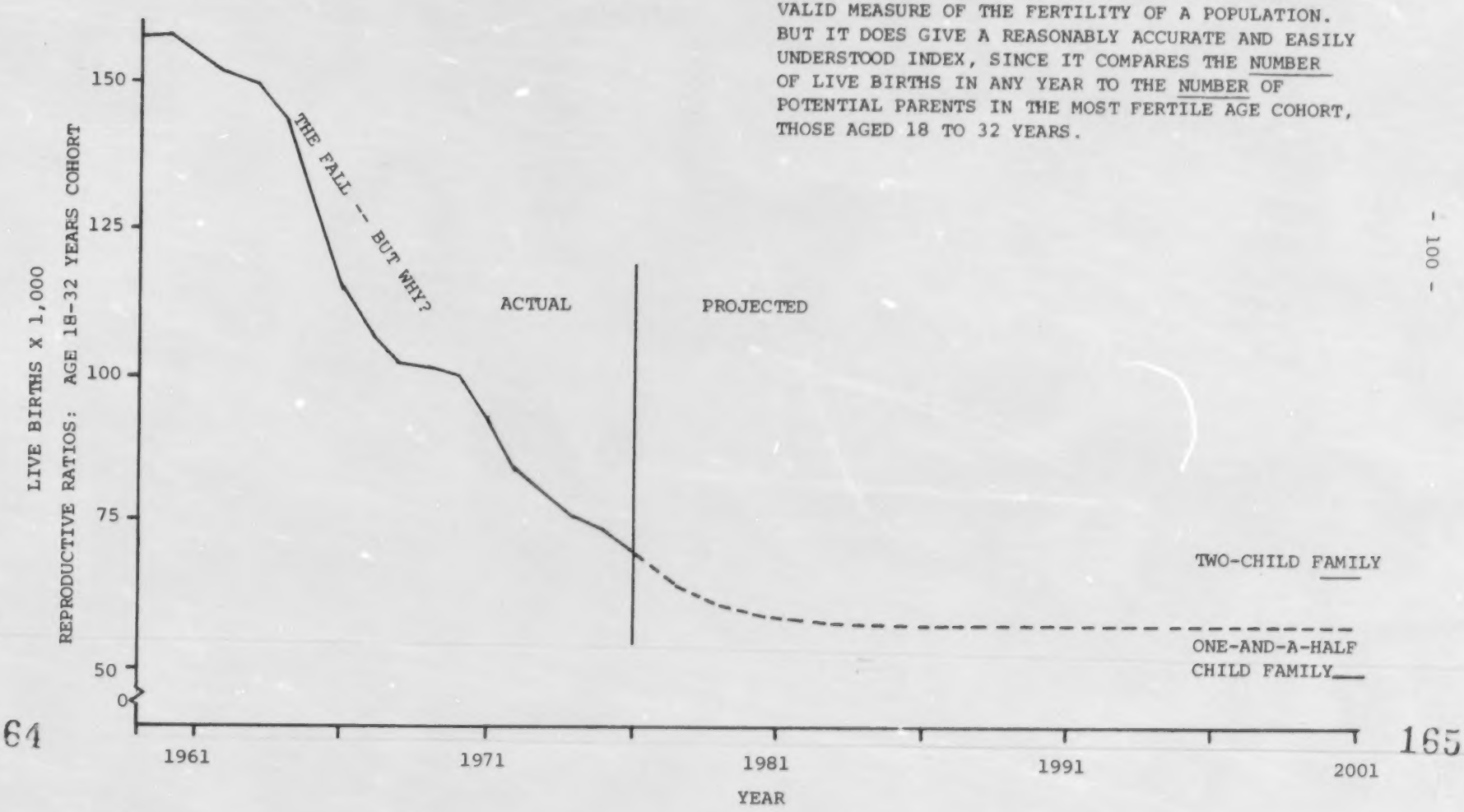
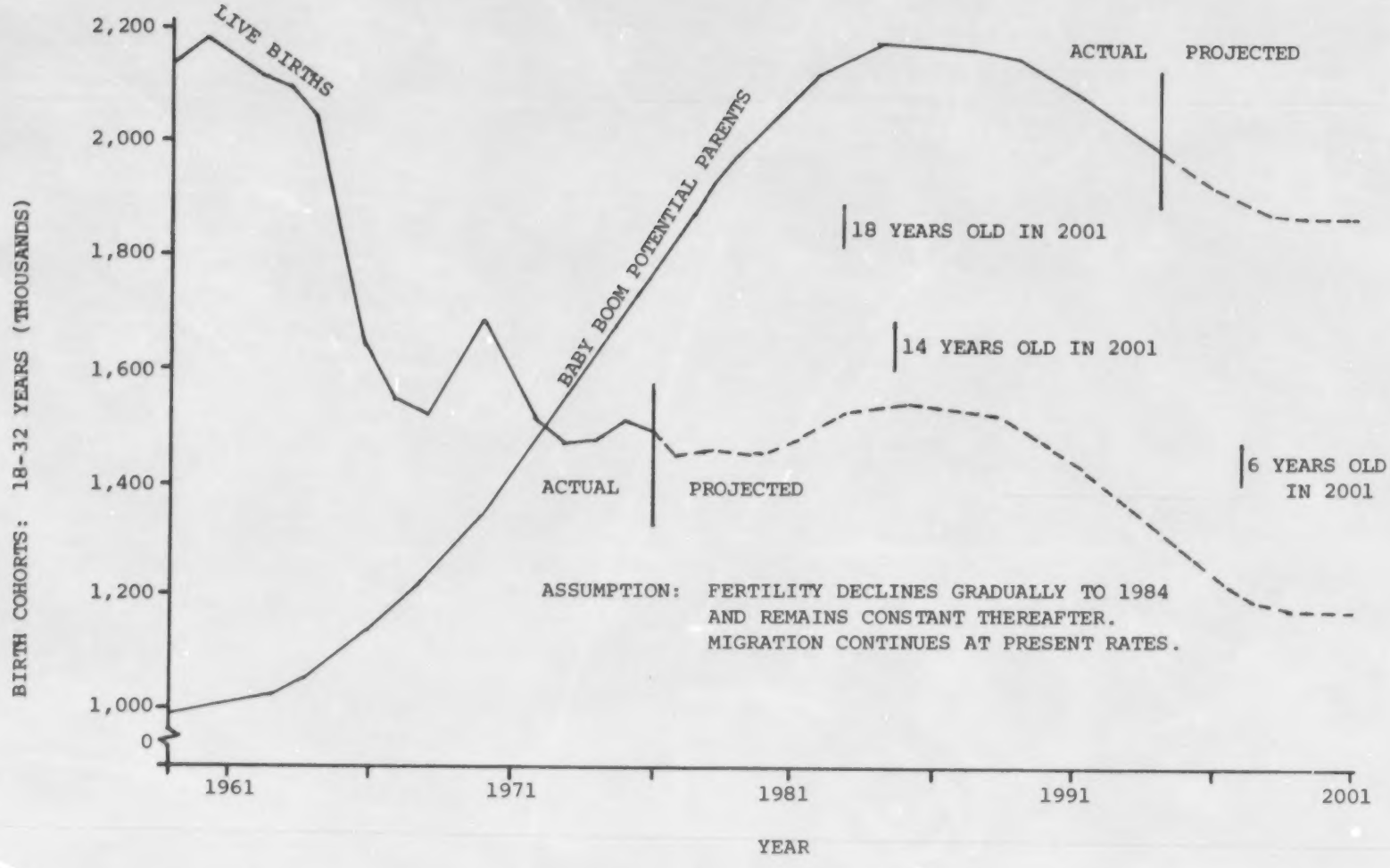


CHART 2.30

ONTARIO: 1959 TO 2001

FERTILITY TRENDS: THE BABY BOOM & THE BABY BUST



by a 23% decrease in the number of live births) that it caused an absolute reversal of enrolment in the elementary school sector. The change in total numbers began in 1971 although the decreases in the lower grades appeared much earlier. This decline will be reflected in the secondary school sector beginning about 1978 in general and will roll on into the post-secondary sector a few years later, appearing there in the early 1980's.

Based on the approximate fertility rates and the estimated "pools" of potential mothers and fathers, I projected the births up to 1986 and calculated for the census years 1981 and 1986 (using the 1976 mortality and migration rates) the number of persons of each year of age from under 1 to 25 years. (Time did not permit more refined methods to be used at this point, but we have commissioned such studies, based on computer models, and expect the results in March.)

Using the available data, we presented earlier in Table 2.12 the age distributions for 1971, 1976, 1981, and 1986, and in the final column an estimate of the gains and losses during the decade, from 1976 to 1986. These are indeed sobering. To illustrate the shift of losses since 1960, Charts 2.11 to 2.15 showed, in red, the losses between successive censuses 1961-1966, 1966-1971, 1971-1976, 1976-1981, and 1981-1986. Clearly, the 'creepint tide' has arrived, and will continue to eat holes in our school systems, and soon in our young labour force.

Recent policy changes at the national level reflect primarily economic forces and reinforce the trend to reduction in immigration and the change in the fertility pattern. Like the expansion effects produced by the larger number of babies born in the late 1940's and throughout the 1950's, the contraction effects caused by reduced immigration and lower fertility of the 1960's and 1970's will be automatically carried forward into the schools grade by grade, year by year, throughout the rest of the 1970's, and 1980's and the 1990's.

What is unknown is what will appear beyond the mid-1980's and the early years of the 1990's. Will this period follow the pattern of the past, with further reductions in migration to Ontario, in fertility and in school enrolment? Or will both migration and number of births increase, and consequently start a new wave of increases in school enrolment? Of course no

one knows, and the experts disagree vehemently, so perhaps our "guess" is as good as anyone else's.

In an attempt to provide some guidance in our search for answers to these crucial questions, which will determine in large part how we plan our future, let us look at the historical trends of fertility and try to decide just how stable they really are as a basis for projections into the future.

To begin with, consider the fertility patterns for specific ages and total fertility and gross reproduction rates for Ontario in the years 1926, 1930, 1940, 1950, 1960, 1965, 1970 and 1975 as given in Table 2.20. The changes are quite marked and consistent, with due allowance for the Baby Boom of the late 1940's and 1950's, and there is certainly no sign of a reversal of the trend in the 1970's (births dropped even lower, by the way, in 1976 and 1977 in Ontario). The figures for married women (given by Statistics Canada in a special table) show clearly the delay in family formation.

Consequently, a further gradual decline, followed at best by a levelling-off in fertility in perhaps a decade, does seem to be a reasonable projection of the future. This conclusion is supported by an examination of actual and expected family size over the years. Studies indicate that not only are many of the babies unwanted (and unplanned for) by today's parents (as high as 50% in one study of the 1960's in Great Britain), but expected family size is steadily decreasing, often favouring no children at all or at most one or two. If this is merely a "fashion", it could change -- and quickly -- but this does seem at the present to be a rather unlikely event.

As for actual family size in Ontario, we show in Table 2.21 the percentage of families with a given number of children for the selected years 1961, 1966, and 1971 (the 1976 values are not yet available). Note the decrease in the size of families between the years 1966 and 1971 where there has been a noticeable change. For example, the number of families with no children, and the number of families with only one or two children, have increased substantially, certainly as contrasted with the number of families with four and five or more children, which shows a decided reduction. Moreover, the year 1971 is really only near the beginning of this recent phase,

TABLE 2.20

AGE-SPECIFIC FERTILITY RATES, ONTARIO FOR SELECTED YEARS

1926 to 1975

Year	Age Specific Fertility Rate[a]							Total Fertility Rate[b]	Gross Reproduction Rate[c]	General Fertility Rate[d]
	15-19	20-24	25-29	30-34	35-39	40-44	45-49			
1926	30.4	121.1	148.8	125.6	82.3	34.3	3.4	2,730	1.327	81.2
1930	35.8	133.6	149.2	120.4	77.0	30.9	2.8	2,748	1.344	81.6
1940	35.5	125.1	128.5	96.2	56.5	19.4	1.9	2,316	1.135	69.9
1950	55.1	176.8	179.7	120.6	67.8	20.4	1.8	3,111	1.511	96.3
1960	70.9	241.2	217.1	134.7	71.7	21.6	1.5	3,793	1.841	110.8
1965	58.3	192.9	180.6	114.5	59.3	17.8	1.5	3,125	1.521	89.0
1970	49.4	148.5	152.2	83.3	36.4	9.8	0.6	2,401	1.168	72.8
1975	36.5	112.3	128.2	64.5	21.2	4.4	0.3	1,837	0.896	59.8

Notes: [a]Birth rate per 1,000 women in the respective age period.

[b]Sum of female age-specific fertility rates.

[c]Number of live daughters that would be born to a hypothetical female birth cohort of 1,000 women if subjected to current age-specific fertility rates, and assuming that mortality before age 50 is zero.

[d]Birth rate per 1,000 women 15-49 years.

Source: Statistics Canada, Vital Statistics, Vol. 1, Cat. No. 84-204

TABLE 2.21

PERCENTAGE OF FAMILIES WITH GIVEN NUMBER OF CHILDREN

IN CANADA AND ONTARIO FOR SELECTED YEARS

	CANADA			ONTARIO		
	1961	1966	1971	1961	1966	1971
None	29.0	28.9	30.5	31.5	30.4	31.7
1	20.2	19.8	20.6	21.3	20.2	21.1
2	20.6	20.4	21.2	21.8	21.7	22.2
3	13.4	13.8	13.4	13.1	13.9	13.3
4	7.5	8.0	7.2	6.6	7.3	6.6
5+	8.9	9.1	7.1	5.7	6.5	5.2

Source: Dominion Bureau of Statistics, 1961 Census of Canada, Estimates of Families in Canada, 1968 Catalogue No. 99-526. 1971 Figures computed from data in Statistics Canada, 1971 Census of Canada, Families; Children in Families, Catelogue No. 93-715, Vol. II, Part 2 (Bulletin 2.2-3)

and the 1976 and 1977 figures (when available) will undoubtedly reveal an even more dramatic change. The years 1961 and 1966 are, of course, heavily influenced by that Baby Boom.

So many negative factors are operating together that I find it extremely difficult to be optimistic about the possibility of any change in the fertility pattern and trend. Consider the following incomplete list, as samples:

(a) The economy is sluggish and the "experts" do not seem to know how to get it moving again.

(b) The Canadian dollar has been allowed to plunge through the floor and no one seems to know whether to salvage it.

(c) Unemployment, particularly of young men and women, remains painfully high.

(d) Inflation stays high, and threatens to again burst into the two-digit levels.

(e) Divorces are increasing steadily in number.

(f) The number of therapeutic abortions, which certainly seem to have become an accepted part of our way of life, increases steadily.

(g) Marriages are increasing in number, but over the past 15 years or so there has existed a very high negative relationship between the number of marriages in Ontario and the number of live births.

(h) Even the ratio of ex-nuptial births seems to be stabilizing, probably because of the dissemination of more knowledge about family planning among the younger age groups, where this phenomenon tends to predominate.

In our discussions with various groups, considerable interest has been demonstrated in the increases and decreases of population and declines in fertility rates for different ethnic groups, religious classifications and mother tongue categories. Information about these factors can be secured from special Statistics Canada studies based on the census results. Some very revealing and useful results are available from the 1971 census, but of course not as yet for the 1976 census.

The English-speaking and French-speaking populations of Ontario are naturally of special interest and concern. It seems clear that, especially for the younger age groups, the French-speaking people of Ontario exhibit the lower fertility. As will be noted in the next chapter, this is reflected in the patterns of school enrolment declines. From the 1976 census we can find, for the ages under 1 to 25 years in which we are specially interested, the number of Anglophones and Francophones as compared with the total. Observe from the data that whereas for the total population we have 170,160 at age 15 years but only 118,605 at age 2 years, a decrease of 30.3%, the corresponding decrease for the Francophones was 44.6% in Prescott, for example, a substantial difference.

As for the other results, the fertility patterns of the various religious groups are converging, with the notable exception of a few of the smaller denominations. Also, contrary to popular belief, foreign-born women do not have higher fertility rates than Canadian-born women, but the American Indians and the Innuits still exhibit very high fertility rates as compared with the rest of us (which is the basis of my wry comments that, if they keep on at this rate they'll get all Canada back by default in due course).

As indicated earlier, we have special population projections being prepared for us, under contract, by Statistics Canada, using their computer model with the 1976 census data as a base and employing three sets of fertility and migration assumptions.* These will extend to the year 2001, and naturally we are eagerly awaiting the results. They will be published by us in the form of an Information Bulletin as soon as they are received, and will be distributed widely for use throughout the province, so that the projections for the whole province may be generally available.

In addition, we have contracted with the TEIGA research group to prepare special population projections and school enrolment projections, in which they used revised fertility rates (adjusted downwards to reflect changes). Only the preliminary data and report are available at this time, but again the final report will be published and distributed widely as soon as it is available (or it will be in the Statistical Appendix to this report, as well as the Statistics Canada figures, if ready in time). These new

---

*We have asked also for a special compilation assuming zero migration.

preliminary projections of TEIGA will differ rather greatly from those they prepared earlier, based on the 1971 census data and higher fertility rates, since even small decreases in fertility rates have a very substantial effect in light of the huge number of potential mothers and fathers.

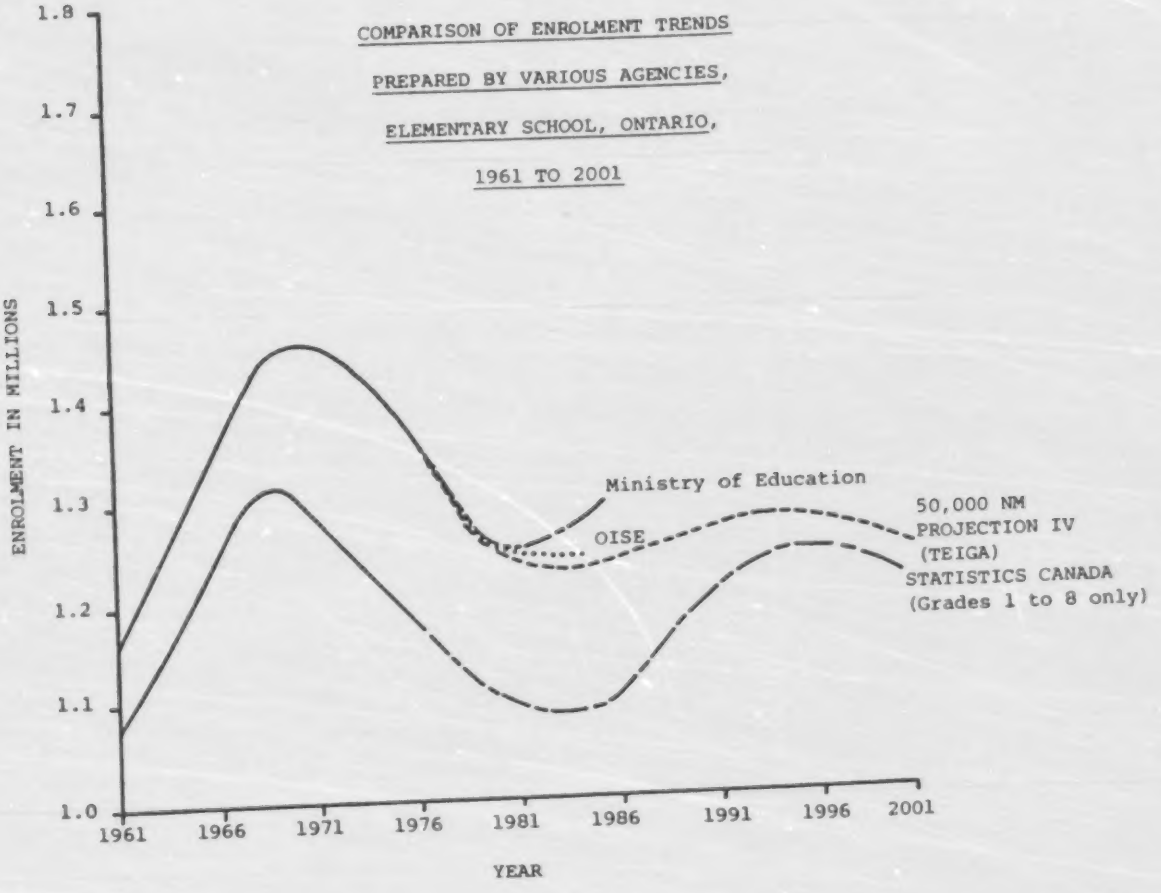
It is this change in the fertility rates, tempered somewhat by higher or lower migration, which greatly affects the long term school enrolment yield. Obviously, if a lower net migration assumption is used as well as a lower fertility rate, then a very low minimum estimate of live births and school enrolment is obtained. Because of the required "time lag" between elementary and secondary school enrolment, the secondary school enrolment will not reach the bottom of the "valley of decline" until the last few years of the 1980's, and for several reasons (e.g., short time span of five grades) the rate and even the amount of decline in secondary school enrolments is likely to be very much more severe than that encountered in the elementary system. In the secondary schools special education has already been expanded, the pupil-teacher ratio seems to have hit bottom and lately has been increasing and obviously there is no chance to build in an expansion like that of junior and senior kindergartens -- at least not that I can visualize, although there is always, I suppose, the possibility of educating "senior citizens".

In the opinion of the TEIGA demographers, their preliminary Projection IV is recommended as the likely enrolment trend. However, in the opinion of the OISE projection group, with which I agree, this is probably somewhat high and the trend is more likely to be somewhere between Projections IV and V, for which see Charts 2.31 and 2.32, and probably uncomfortably close to the latter.

Underlying Projection IV is the assumption that total fertility rates will decline from 1.84 births per female in 1975 to about 1.6 and then level off for the rest of this century. The elementary school enrolment based upon this particular population projection would drop to a level of 1.23 million by 1981, then rise slowly and almost imperceptibly to 1.27 million in the early 1990's before it starts to drop steadily once again. As a basis for comparison, note that the total elementary school enrolment in 1976 was 1,360,000, so we would not recover even to that low level.

CHART 2:31

COMPARISON OF ENROLMENT TRENDS
PREPARED BY VARIOUS AGENCIES,
ELEMENTARY SCHOOL, ONTARIO,
1961 TO 2001



NOTE: NM - Net Migration Per Year

The TEIGA elementary school projection shown here was obtained by summing all the county figures. The same procedure was also applied to the OISE projection. However, due to changes in municipal boundaries OISE has left out two counties (Durham and Northumberland) in the elementary school system and five counties (Durham, Northumberland, Peterborough, Simcoe and Victoria) in the secondary school system. To obtain the full provincial picture, an estimate was made for the left out counties and then added on to the partial total. In the case of OISE and TEIGA, a separate overall provincial projection was also made. Comparing this separate provincial total with the one obtained by the county aggregation, it was discovered that the former estimate was about 20,000 and about 50,000 higher in the case of TEIGA and OISE respectively within the elementary school system. If the separate provincial estimate were plotted instead of the county aggregate, it would reduce much more the difference between the Ministry of Education projection done on a province-wide basis and that of the OISE and TEIGA estimates.

In the secondary school system the difference in the projections produced by aggregating the counties and by a separate provincial estimate was only marginal.

Social and Economic Data
Central Statistical Services
Ministry of Treasury, Economics
and Intergovernmental Affairs, 1978

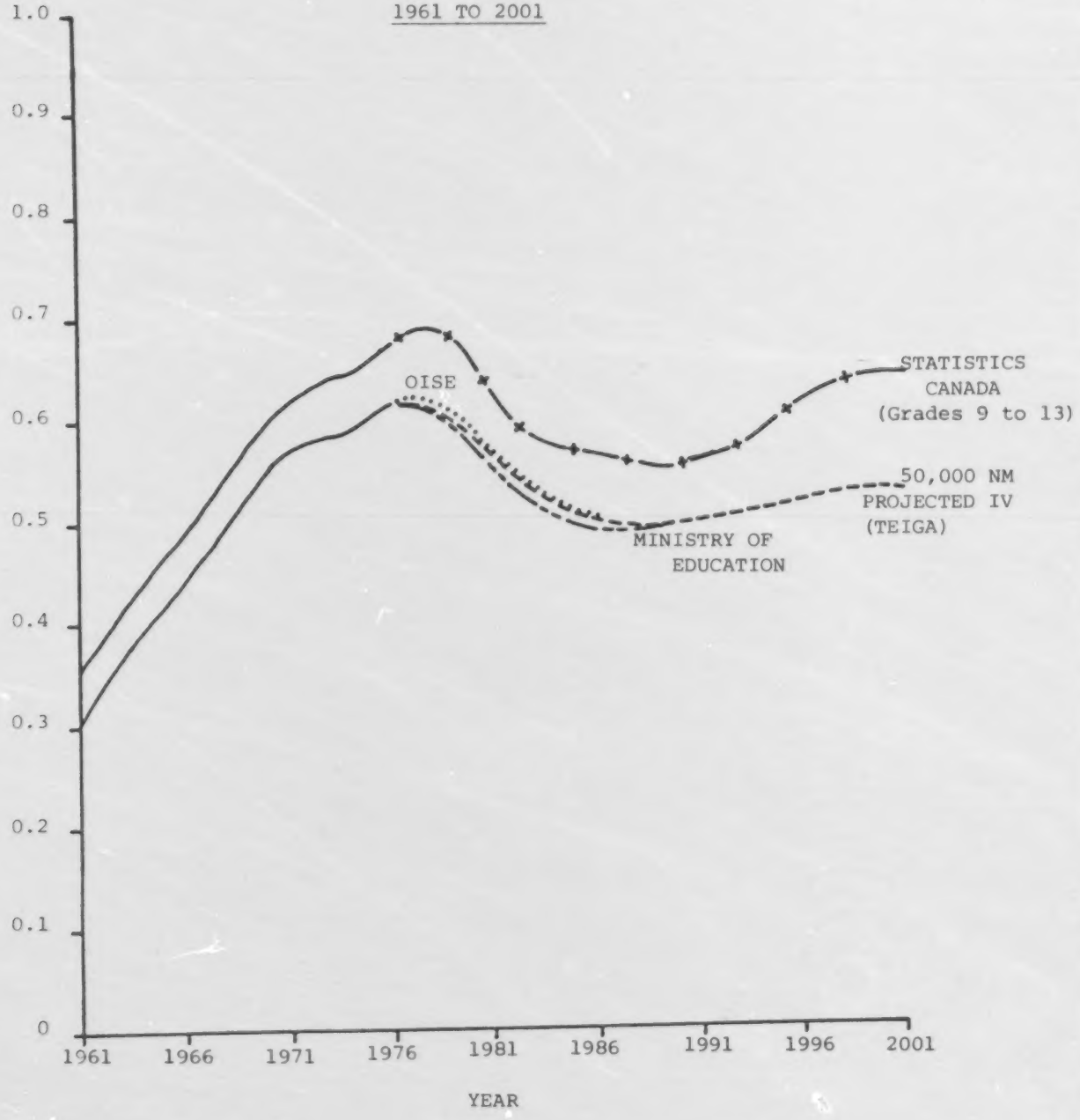
CHART 2:32

COMPARISON OF ENROLMENT TRENDS

PREPARED BY VARIOUS AGENCIES,

SECONDARY SCHOOL, ONTARIO

1961 TO 2001



NOTE: NM - Net Migration Per Year

See footnote in Figure 11

Social and Economic Data
Central Statistical Services
Ministry of Treasury, Economics and Intergovernmental Affairs, 1978

Under that same Projection IV, secondary school enrolment would decrease from 613,000 in 1976 to about 500,000 in 1986. Then the trend would pick up slowly and by 2001 the secondary school enrolment would rise (using the term lightly) to perhaps 520,000 before beginning to fall again.

Basing their calculations on the relationship between the population of certain age groups and the total elementary and secondary school enrolment, the TEIGA research group comments on the situation in the various counties and districts. They show total enrolment only, for elementary and for secondary separately, but not broken down by grade, or into public and separate.

Again using TEIGA's Projection IV, virtually every county and district in Ontario would experience sustained enrolment declines. There are a few areas, like Peel and Dufferin, which would be marginally affected and remain growth areas, but there are some areas, such as Huron, Cochrane, Renfrew, Prescott and Russell, where the decline would be very substantial. Even if there is the enrolment increase projected after 1981, it would be concentrated in fewer than a dozen areas in central Ontario.

As a matter of fact, it is clear that if the increases in certain counties are greater than expected, it would have to be at the expense of the areas of projected marginal growth. For example, if the increases for the regional municipalities of Peel, York and Halton are excluded from the provincial total, then only a very small marginal increase could be found anywhere else in the whole province. Obviously therefore, the entire eastern, northern and southwestern parts of our province are expected to experience widespread and sustained elementary school enrolment declines for the balance of this century.

The projected pattern of secondary school enrolment declines is naturally very similar, but of course it is pushed forward in time. Apart from four or five locations, which are very distinctive and well-known as growth areas in this province, the initially abrupt but then steady and sustained secondary school enrolment declines would continue in every other part of Ontario to the year 2001. Incidentally, the four main locations for possible moderate and continued growth are Peel, York, Carleton and Dufferin counties.

Since the TEIGA set of preliminary enrolment projections are the only up-to-date ones available at present, we have chosen to present them here as part of the discussion on population, and restrict the scope of the next chapter to forecasts up to the year 1986 by using projections from OISE, the Ministry of Education and Statistics Canada. For the most part, I have relied upon the OISE projections to 1986 (which have proved to be quite accurate in the past) as shown in the Statistical Appendix, supplemented by those from the Ministry of Education where needed. We still want detailed figures by grade and age, for public and separate schools, and for the county and urban boards. Some major difficulties were encountered in the projections for northern Ontario, especially for the small isolated school boards where economic conditions are so unstable, and for many of these areas any projections beyond five years or so would be in large part rather meaningless. Projections by board for northern Ontario are being prepared for my Commission, however, and will be distributed in April.

At this point I wish to stress that, at best, population and school enrolment forecasting is a tricky, chancy business, and demographers are certainly not noted for infallibility.

I can speak from experience and with feeling: from time to time some of my earlier projections (and comments) are brought forward to keep me humble. As the late Premier Leslie M. Frost used to comment wryly about master plans, the trouble with projections of this sort is that people insist upon being human and resist any form of programming (fortunately, too, I may say).

In projecting population factors, especially fertility trends, can social attitudes give us indications of what changes we are likely to see? Current and prospective economic conditions do yield indications of what the future is likely to be. Under the preliminary Projections IV and V of the TEIGA group, or of my own approximations presented earlier, there is simply no question but that there would be (I maintain that there will be anyway) considerable change in the age structure of the population of Ontario between the 1976 and 2001 censuses. The only issue, really, is how reasonable the assumptions are from which these specific data are derived.

Changes in fertility could occur fairly quickly, and without advance

warning, and in fact a few demographers suggest that the present fertility trend will reverse itself. Of course, some of them have been suggesting this for a number of years, as witness the cyclical theory advanced in Great Britain. But there is no sign that such a change in direction of the fertility trend is likely to occur in the immediate future.

Because of the large number of potential parents in the prime child-bearing ages today (we are near the peak in Ontario), even a relatively small change in fertility rates would result in very large increases in the number of live births, to numbers exceeding the 1960 maximum. Nevertheless, the very effective birth control measures we now have available (including therapeutic abortions, as an alternative, or last resort, so to speak), combined with the social attitudes and prevalent expectations of family size, the very substantial participation of women in the labour force (the rates are creeping up towards equality with those for the men), and attitudes towards standards of living and the 20 to 25 years commitment inherent in having a child, are all factors which certainly do not suggest that our fertility rates are likely to increase very much unless some Herculean measures are taken.

An interesting question: in our scale of values and priorities, just how much is a baby worth, to the parents and to the state? Not very much, I'm afraid, and in my most pessimistic moods I even claim that a baby is viewed as a liability, not as an asset.

Decrease in fertility is not a new phenomenon. It has been found in other generations, and many other cultures have disappeared during the long history of the human race. This decrease is today found extensively in many other countries, in fact throughout all the countries of the Industrialized Western World. Only in the developing countries do we encounter uncontrolled fertility.

Reports of the demographic trends in Western Europe, which many demographers claim is establishing the norm for the whole of the Industrialized Western World, note that the fertility rates in Germany and Switzerland, and probably Sweden, have already dropped below the level TEIGA assumed as the lowest fertility rate for Ontario in making their projections. The European demographers speak freely of the average-size family of 1.5 children as

being the norm for the future. This point of view is supported by recent Canadian studies, my own and others, which point out that in our country the real reproductive period for women is contracting to encompass the ages of only 18-32 years, and possibly soon 23-30 years, rather than the traditional 15-49 year period. The lowering of the upper limit has been going on for many years, and postponement of the initial formation of a family is widely accepted by both men and women. In other words, the parents are spacing their children very differently now, and this shrinkage of the reproductive age period will have the effect of reducing the fertility rate.

In our own province, too, a fairly substantial portion of the females from the post-war Baby Boom are now passing through their most fertile reproductive period, and there is still no evidence of any increase in the number of births. Soon the "pool" of potential mothers will start to diminish rapidly, now that the peak of the Baby Boom girls have reached the age of 18 years.

As far as school enrolment projections are concerned, the main conclusion is that, no matter what marginal adjustments are made to the population data, the contraction conditions for our school systems will likely be severe and prolonged at least until the 1990's.

Questions and Issues

1. How can we secure more information about expected size of families? We need the results of demographic studies of this critical factor, because a small change in the fertility rate has a large effect upon the number of births and therefore subsequently upon all sectors of society.

2. What levels of migration will be set in future by the federal and provincial governments, in light of the impending shortage of young workers? Will our immigration policy permit the entry of large numbers from the countries with uncontrolled fertility, the only source of supply now?

3. Will the interprovincial migration patterns return to the traditional ones, which made Ontario a considerable net gainer of population? Will the free flow across provincial boundaries be permitted in future, or will some form of barriers (e.g., language) be erected?

4. Will intraprovincial migration continue, characterized by a flight from the cities and farms to the suburban areas, or will such movements be controlled by the province?

5. Our population is aging, and will continue to do so for some time. What will the effects be on all aspects of our social and economic life (including the psychological effect of a middle-aged conservative-minded majority of taxpayers and voters)?

6. Do we face a continual contraction of our economic system, as a result of the impending contraction of total population and great shifts in age composition? What will be the psychological and emotional effects of this?

Chapter 3

School Enrolment in Ontario: Past, Present, and Future

As in the other chapters, I have not burdened the text with the detailed complex tables; these are placed in the appendix, or in the separate Statistical Appendix, for those readers who are concerned with cross-classifications by age, sex and grade. The tables and the maps and graphs I have used deal almost exclusively with total enrolment by type of school, with some exceptions where attention needed to be drawn to special or unusual features of the growth or decline patterns.

I have also throughout paid particular attention to the distribution of gains and losses across the province, by counties and urban centres for the most part, and for the districts of the vast territory which constitutes what we call northern Ontario, from the eastern boundary with Quebec, across the hundreds of miles of the central portion, to the far-distant territories which have boundaries with Manitoba and the United States.

The chapter has been divided into two sections, partly for convenience in presentation, but mainly to aid the reader in comprehending the changes which have and are taking place. These sections will be referred to as the Past and the Present, and the Present and the Future, with 1976 as the dividing line. Up to that year we deal with the actual recorded enrolments. Beyond it we move into the unknown and consider in varying degrees, with less assurance as the time span lengthens, conjecture, projections and forecasts. A similar approach was used in the last chapter, in the study of population and population trends and forecasts, so the approach will not seem novel to the reader.

In looking ahead into the uncertain future, I have restricted myself to the decade 1976 to 1986 for the most part, with a few forays (as in the previous chapter) far ahead to the end of this century. As explained earlier, the basic data we need to complete the sketch

to the year 2001 are not available at the time of writing, and the deadline of February 28th for the submission of this interim report makes it impossible to wait any longer for them.

In regard to school enrolment forecasts, practically all the children and youth we are concerned with in our projections have already been born. Large numbers in fact are already enrolled in our schools and can be counted. The unknown variables are in-migration and out-migration from and to other provinces and countries, but this factor is not of major consequence over such a short time span, relative to the live births. As for the latter variable, observe that those born in 1977 will be only nine years old in 1986, presumably enrolled in grade 3 in one of our school systems, and we know today their numbers and those of their older friends and playmates.*

We do have to estimate the number of children in junior and senior kindergartens, and grades 1 and 2, up to 1986, but if we stick to total enrolment and avoid grade estimates, the errors in our projections are bound to be slight. Unless, of course, we insist on making the radical assumption that fertility rates are going to leap skyward in an exponential curve immediately, which I have no intention of doing. The OISE educational planning research team of Dr. Watson and Mr. Quazi agree fully with me on this assessment of the trends in fertility for the next five years at least.

I have used the OISE projections in the school enrolment estimates to 1986 mainly because they seem to me to be the most plausible. The figures for 1985 and 1986 may be high, but not I think by very much, and certainly they avoid the pitfall of the assumption of any loud echo of the original Baby Boom. They admit at most (as I would, too) that there may be a slight whisper to be heard around 1983 if economic conditions improve and attitudes to family size change. If not evident by then I, regretfully, would conclude that the echo has been lost forever.

---

*As an unanticipated reflection of these strange, modern days, I offer the information that I had originally written "brothers and sisters", but erased it because not many will ever have such close relatives.

Another advantage of using the period 1976 to 1986 is that we know the elementary school enrolment by the end of that period will have stabilized, probably as a relatively gentle decline, and the initial sudden, sharp decline in secondary school enrolment will be over and a period of relative stability or gentle decline will have been entered. This will be a reflection of the dramatic drop in live births from 159,245 in 1960 to 126,257 in 1968 (a 20.7% plummet in only eight years), which was followed by a brief rally to 134,724 in 1970 and then a much gentler decline to the low of 123,630 in 1977.

Frankly, I do not foresee any more wild plunges in the fertility rates during the rest of this century. At worst we will have a smooth slide to a new low of 1.5 children for the average family. That is what European demographers are forecasting, and we in Canada are nearly there now. My assessment of the family planning techniques we employ today (contraceptives plus therapeutic abortion) is that we have entered the "blessed state", as some call it, of controlled fertility and further advances will be in the form only of refinements or more acceptable techniques. For a change, perhaps women scientists will develop a set of techniques which the men will be forced to employ, instead of the reverse (the disappearance of the last vestige of a male dominated society, I presume).

Before we turn to the numbers, charts and maps, I wish to state now that I am completely confident that we can overcome the difficulties facing us and solve satisfactorily the problems our schools face and will continue to face. We must examine the situation carefully, assess the various measures and alternatives available and deliberately plan a course of action best suited to our community if we are to avoid panic and possible disaster. The going will be rough at times and we will have to make some major changes. But I see no prospect of radical or revolutionary ones being needed.

Mainly we will have to sort out our values and priorities and exercise our ingenuity and creativity to devise new means, within a mostly unaltered system, to maintain the highest quality of education

possible for the few children we do have and to deal sensibly and humanely with the personal (personnel) problems which must arise. We must also use enough common sense* to hold expenditures within limits so as to prevent bankruptcy or a taxpayers revolt. Our school system will become smaller, but what of it? We started with a small one in the 1940's and managed to expand it to meet the wild demands of the 1950's and 1960's; now we can wind it down a bit to fit the more sober and leaner days of the 1970's and beyond.

I remain an incurable optimist, and with good reason to have faith in my fellow human beings: in my lifetime we survived the bloodbaths of World War I, the influenza epidemic which killed off even more people, the boom and bust of the crazy 1920's which shattered the financial world, the grim days of unemployment and privation of the Great Depression, the horrors of World War II including the purges and the attempts at genocide, and the terrors of the atomic bomb and threats of nuclear war, then thrived through the boom times of the post-war years to build a better, or at least a more comfortable (to a homesteader's son), civilization. We can cope with what faces us if we get down to business and act instead of cry, even though our whole society is going to be rocked by the impact of the impending population changes, of which the present school crisis is but the tip of the iceberg.

Most of us cannot resist a challenge like this because it snaps us out of the humdrum everyday world and presents us with an opportunity to do something. So let's have a look at the brute, right up close enough to see the colour of its eyes!

---

*We used the phrase "horse sense" in my youth, but I suppose few of the present generation would understand, or even know what a horse is, off the TV screen.

The Past and the Present

To gain a proper perspective on how far we have come in education in this province, one must start with the Roaring Twenties, just before the Big Bang of the Crash of 1929. So the figures in Tables 3.1 and 3.2 and Charts 3.1 and 3.2 show total enrolment for elementary and secondary schools for the 50-year period 1926 to 1976 for elementary schools (public and separate), and from 1951 to 1976 for secondary schools. It is difficult to get comparable figures for the secondary schools in those earlier years, partly, I believe, because there was some confusion about terms and classification of schools during those years.

The elementary school graphs highlight features of two major periods: the time of lack of any growth at all during the years of the Depression and the early part of the war, and the time of wild expansion after 1951 in both elementary and secondary schools followed by the decline in elementary schools between 1971 and 1976. As for that fantastic secondary school growth curve, remember that two factors were operating together: there was a flood of students from the Baby Boom and an extraordinarily successful development of the concept of secondary education for all, which had a multiplier effect on the growth curve. During those years, incidentally, we also pushed the idea of equality of education opportunity into the post-secondary field, but that is another story and outside my terms of reference.

Note that the secondary school enrolment had just about peaked by 1976, as expected from the population projections presented in the previous chapter. With compulsory attendance and general acceptance of some form of secondary education for all, the curves of school enrolment now (as Dr. Zoltan Zsigmond reminds us in his publications from Statistics Canada) run parallel to the corresponding population curves, except for the very senior secondary school grades where attendance is voluntary after age 16 (at least in theory) and participation rates vary from year to year (in relation to economic conditions in the province, apparently).

TABLE 3.1

ELEMENTARY SCHOOL ENROLMENT IN ONTARIO - TOTAL
1926 - 1976

Year	PUBLIC Grade Enrolment	PUBLIC Special Education	PUBLIC Total Public	RC SEPARATE Grade Enrolment	RC SEPARATE Special Education	RC SEPARATE Total RCSS	TOTAL SEPARATE Grade Enrolment	TOTAL SEPARATE Special Education	Grand Total
1926[1]			494,652			95,049			589,701
1927			502,384			98,248			600,632
1928			508,407			99,496			607,903
1929			511,840			103,148			614,988
1929[2]			468,521			91,925			560,446
1930			474,010			95,974			569,984
1931			481,414			99,198			580,612
1932			483,331			101,552			584,883
1933			482,514			101,513			584,027
1934	460,689	3,497	464,186	101,124	467	101,591	561,813	3,964	565,777
1935	457,735	3,050	460,785	100,603	549	101,152	558,338	3,599	561,937
1936	451,957	3,408	455,365	100,412	598	101,010	552,369	4,006	556,375
1937	450,577	3,932	454,509	101,633	872	102,505	552,210	4,804	557,014
1938	449,304	3,878	453,182	103,719	747	104,466	553,023	4,625	557,648
1939	437,238	3,905	441,143	101,443	737	102,180	538,681	4,642	543,323
1940	429,738	3,859	433,597	99,601	716	100,317	529,339	4,575	533,914
1941	422,804	3,379	426,183	98,547	711	99,258	521,351	4,090	525,441
1942	421,502	3,837	425,339	101,592	590	102,182	523,094	4,427	527,521
1943	432,268	3,916	436,184	102,506	673	103,179	534,774	4,589	539,363
1944	430,213	4,212	434,425	103,641	644	104,285	533,854	4,856	538,710
1945	432,348	4,361	436,709	107,685	613	108,298	540,033	4,974	545,007
1946	437,306	4,027	441,333	108,281	596	108,877	545,587	4,623	550,210
1947	448,499	4,617	453,116	110,788	625	111,413	559,287	5,242	564,529
1948	464,965	4,552	469,517	114,960	547	115,507	579,925	5,099	585,024
1949	489,160	4,372	493,532	122,097	590	122,687	611,257	4,962	616,219
1950	503,731	4,633	508,364	126,634	619	127,253	630,365	5,252	635,617
1951	540,179	4,304	544,483	133,541	666	134,117	673,630	4,970	678,600
1952	583,505	4,839	588,344	146,010	658	146,668	729,515	5,497	735,012
1953	615,631	4,815	620,446	162,082	656	162,738	777,713	5,471	783,184
1954	639,164	4,797	643,961	173,635	563	174,198	812,799	5,360	818,159
1955	670,481	5,765	676,246	186,719	649	187,368	857,200	6,414	863,614
1956	699,654	6,665	706,319	204,899	678	205,577	904,553	7,343	911,896
1957	739,372	7,864	747,236	223,221	660	223,881	962,593	8,524	971,117
1958	775,565	8,602	784,167	242,688	743	243,431	1,018,253	9,345	1,027,598
1959	808,825	9,055	817,880	262,917	852	263,769	1,071,742	9,907	1,081,649
1960	833,071	10,666	843,737	281,540	1,111	282,651	1,114,611	11,777	1,126,388
1961	850,048	11,667	861,715	299,951	1,387	301,338	1,149,999	13,054	1,163,053
1962	867,460	12,738	880,198	315,201	1,630	316,831	1,182,661	14,368	1,197,029
1963	888,775	13,055	901,830	329,236	2,098	331,334	1,218,011	15,153	1,233,164
1964	910,857	14,211	925,068	350,290	3,115	353,405	1,261,147	17,326	1,278,473
1965[3]	933,577	15,797	949,374	366,757	3,912	370,669	1,300,334	19,709	1,320,043
1966	959,654	17,246	976,900	383,040	4,931	387,971	1,342,694	22,177	1,364,871
1967	981,726	20,829	1,002,555	395,911	6,586	402,497	1,377,637	27,415	1,405,052
1968	997,922	23,754	1,021,676	401,748	7,166	408,914	1,399,670	30,920	1,430,590
1969	1,020,948	21,613	1,042,561	407,069	6,487	413,556	1,428,017	28,100	1,456,117
1970	1,022,857	24,198	1,047,055	411,533	6,900	418,433	1,434,390	31,098	1,465,488
1971	1,010,464	24,239	1,034,703	415,571	6,566	422,137	1,426,035	30,805	1,456,840
1972	997,112	25,823	1,022,935	415,300	6,866	422,166	1,412,412	32,689	1,445,101
1973	972,430	26,238	998,668	418,030	6,187	424,217	1,390,460	32,425	1,422,885
1974	N.A.	-	977,545	N.A.	-	427,294	N.A.	-	1,404,839
1975	934,600	27,025	961,625	421,479	6,374	427,853	1,356,079	33,399	1,389,478
1976	909,940	27,352	937,292	415,505	7,288	422,793	1,325,445	34,640	1,360,085

[1] December enrolment, age as of September 1926 to 1929

[2] Last school day in May enrolment 1929 to 1965

[3] September 30 enrolment 1966 to 1976

Source: Annual Reports of the Minister of Education of Ontario.

TABLE 3.2

FULL-TIME SECONDARY SCHOOL ENROLMENT IN ONTARIO, 1951-1976

YEAR	INTERMEDIATE YEAR 1	YEAR 2	SENIOR YEAR 3	Year 4	HONOUR YEAR 5	SPECIAL EDUCATION	TOTAL SECONDARY
1951	40,085	35,384	23,833	18,300	8,827	1,127	133,556
1952	49,549	36,946	25,321	19,245	8,975	1,055	141,091
1953	51,288	39,468	26,252	19,685	9,818	1,038	147,549
1954	55,887	42,262	29,133	21,713	9,981	1,190	160,166
1955	61,911	45,251	31,489	23,846	10,799	1,266	174,562
1956	66,354	48,640	32,830	25,041	11,487	1,253	185,605
1957	72,063	53,654	37,177	26,769	12,547	1,315	203,525
1958	74,604	59,109	41,718	31,058	14,278	1,308	222,075
1959	76,598	60,829	45,552	34,792	16,267	3,538	237,576
1960	88,607	64,783	47,833	38,697	18,447	4,408	262,775
1961	100,988	76,290	52,681	42,266	21,482	5,470	299,177
1962	103,866	86,012	61,733	46,776	23,750	9,441	331,578
1963	103,526	90,817	70,302	55,731	26,262	17,572	364,210
1964	105,899	93,453	77,922	64,418	32,770	20,839	395,301
1965	110,997	96,299	80,710	67,282	37,692	25,758	418,738
1966	117,582	100,710	83,963	70,625	35,007	28,139	436,026
1967	124,067	108,789	88,988	76,214	36,472	30,206	463,736
1968	131,082	117,426	98,585	82,371	40,087	31,257	500,807
1969	135,420	122,181	105,836	90,956	43,569	32,717	530,679
1970[1]	153,826	139,961	116,116	98,837	48,173	-	556,913
1971	157,433	141,939	121,750	101,733	51,665	-	574,520
1972	162,781	143,459	125,417	100,644	50,712	-	583,013
1973	165,235	143,939	126,596	99,854	50,101	-	585,725
1974	161,775	145,651	127,541	103,609	54,141	-	589,650
1975	163,004	148,141	131,692	108,182	54,141	-	605,160
1976	162,319	148,633	135,241	111,349	55,513	-	613,055

190

[1]Beginning in 1970, enrolment in all secondary school courses was distributed in accordance with a wider definition of grade. Students were reported by grade or by years of schooling beyond kindergarten or by credits or courses completed. In 1972, those with 0-6 credits were reported in grade 9, those with 7-13 credits in grade 10, those with 14-20 credits in grade 11, those with 21-26 credits in grade 12. Candidates registered for honour graduation diploma courses were reported in grade 13.

191

Source: Annual Reports of the Minister of Education of Ontario

CHART 3.1

ELEMENTARY SCHOOL ENROLMENT IN ONTARIO, 1926-1976

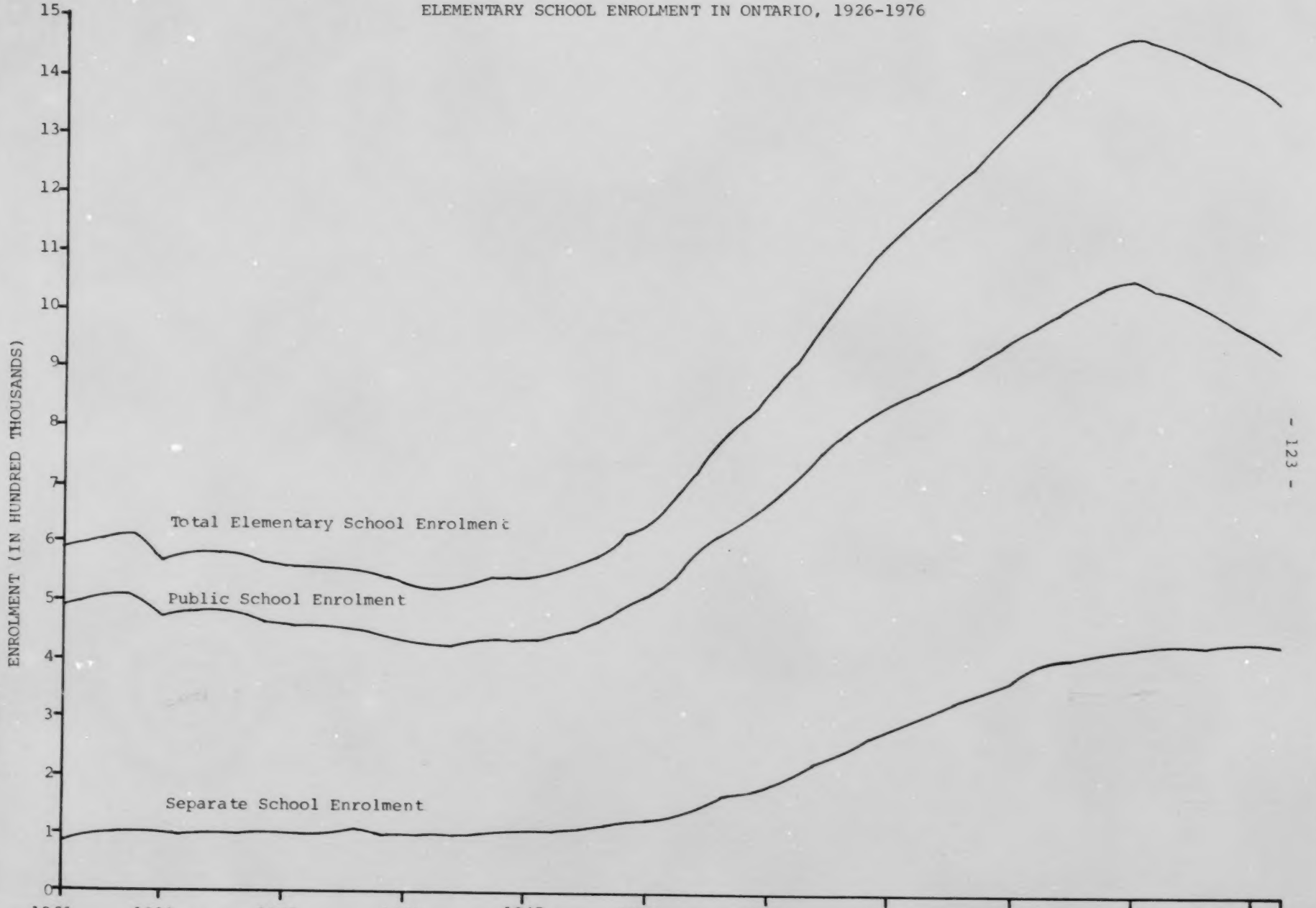
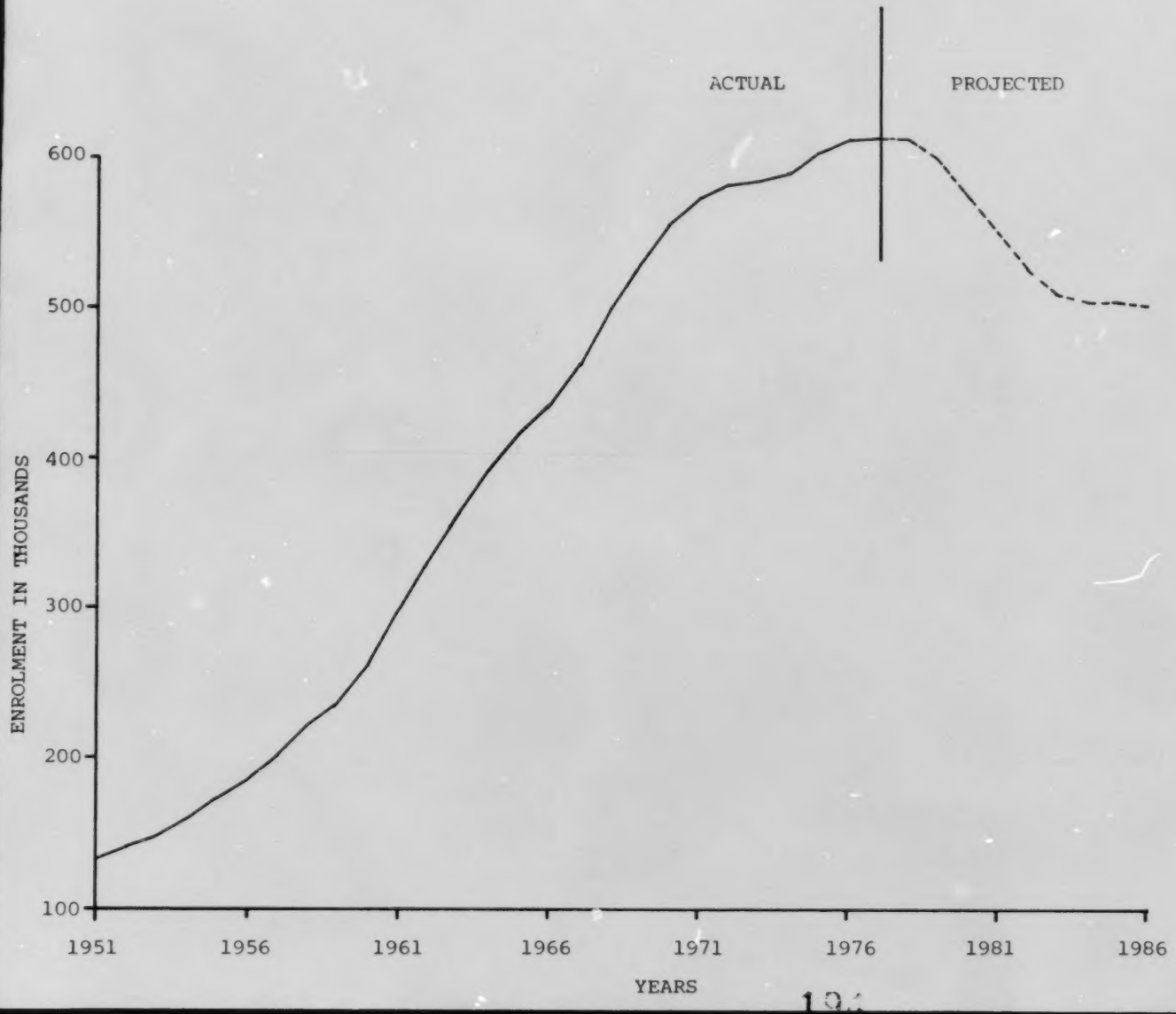


CHART 3.2

TOTAL ACTUAL AND PROJECTED SECONDARY SCHOOL ENROLMENT IN ONTARIO, 1951-86



If we have satisfactory population projections it is a relatively simple task to project total school enrolment. To prepare projections for the school systems by grade or age, however, is a more complex affair, and the demographer changes to the grade-cohort, or age-cohort, technique. The process can become even more complex at the secondary school level if one attempts to project enrolment for the major subjects as well, as the OISE research group is now attempting to do (utilizing a sophisticated and complex computer model).

Having had this quick overview of the general story of the past and present, let us zero in on the period from 1971 to 1976 for the elementary schools to illustrate one of the major problems educators are having to convince the politicians (other than those familiar with the education portfolio) and the general public that the story of the decline in enrolment "is for real".

The major source of the difficulty is the fact that the total population of Ontario (see the population growth map, Chart 2.2) is going ahead merrily on its way, increasing year by year at a steady and quite respectable rate -- as is the case for the rest of Canada, with the notable exceptions of very rapid increases in Alberta and British Columbia, and what seems to be a change recently in Quebec (see Table 2.3). Of course, growth is not evenly spread across Ontario. Some areas are growing wildly while others (principally some of the largest cities and northern Ontario) have shown losses between censuses of 1971 and 1976. But with total numbers steadily increasing how in the world could we be suffering losses in the elementary schools?

The fact is that very substantial losses were experienced by public schools but not by separate schools in most part of Ontario between 1971 and 1976, as the maps show (see Charts 2.5 and 2.6). A few areas referred to earlier, enjoyed and are still enjoying, if one may so describe it, substantial increases in elementary school enrolment since 1971, notably places like Peel, Dufferin and some others in central Ontario.

But even these "lucky" areas may have their own peculiar brand of problem. For example, south Peel is experiencing declines and

northern Peel rapid expansion; southern Simcoe is expanding, but northern Simcoe is contracting. So one finds partially or wholly empty schools in one part and the children needing new schools in the other part. (We have never built completely portable school buildings and sites -- only portable classrooms.) The problems cross jurisdictional boundaries near many of the large cities, with empty classrooms and schools in the core part of the city and children needing classrooms just across the boundary line. The Ottawa-Carleton situation is a classical example of the resulting dilemma, not yet resolved there.

Because of the special importance of the group, and the keen interest in their problems special tables and map-graphs have been prepared for the Franco-Ontarian population and distribution of enrolment in elementary and secondary schools. Perhaps because their fertility rates seem lower than the average for the province, the declines started earlier and have proved to be more severe to date (Tables 3.3 to 3.6 and Charts 3.3 to 3.7).

We have also included, for the period up to 1976, the best sets of figures we could find for private schools, schools for children of the armed forces and enrolment data for our native Indian children (Tables 3.7 to 3.9). For most of these special groups, because the numbers were so small, we have made no attempt at this stage to provide projections up to 1986. However, we did prepare projections up to 1986 for the schools of the Franco-Ontarian community.

In addition to the map-graphs, Tables 3.10 to 3.15 give total enrolment figures for 1971 to 1976 for the counties and urban boards, and also by boards for northern Ontario. They show the data for public, separate, total elementary and secondary where applicable.

It is worth noting that the elementary school boards have, with very, very few exceptions, coped adequately with the heavy declines experienced to date, and seem fully confident that they can handle the years of lesser difficulties which face them in the future. So far they have, although there have been some bad spots, confrontations, noisy meetings and the like. All this is understandable, of course, because we have lived so long with the elementary school as the local

TABLE 3.3

ENROLMENT IN FRENCH LANGUAGE PUBLIC SCHOOLS IN ONTARIO

1966 TO 1977

ACADEMIC YEAR BEGINNING	GRADES												
	K (JR.& SR.)	1	2	3	4	5	6	7	8	9	10	SP. ED.	TOTAL
1966	269	257	248	294	252	250	254	304	253	-	-	74	2,455
1967	220	274	289	247	282	289	237	255	288	-	-	78	2,459
1968	237	245	272	258	239	266	271	261	230	-	-	57	2,336
1969	241	283	276	256	221	225	252	274	275	-	-	51	2,354
1970	214	248	260	229	250	235	216	253	256	-	-	75	2,236
1971	165	214	239	227	219	252	228	218	241	-	-	71	2,074
1972	165	174	212	226	225	213	254	227	207	-	-	58	2,961
1973	223	214	197	225	241	251	215	264	215	-	-	56	2,103
1974	343	314	267	226	285	244	257	234	246	-	-	-	2,418
1975	341	246	230	244	208	248	252	271	219	-	-	40	2,299
1976	358	258	232	215	228	205	237	260	253	-	-	43	2,289
1977	378	309	282	262	219	233	217	247	250	-	-	38	2,435

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.4

ENROLMENT IN FRENCH LANGUAGE ROMAN CATHOLIC SEPARATE SCHOOLS IN TORONTO
1966 TO 1977

ACADEMIC YEAR BEGINNING	GRADES												
	K (JR. & SR.)	1	2	3	4	5	6	7	8	9	10	SP.ED.	TOTAL
1966	8,920	11,314	10,228	9,927	9,754	9,266	8,782	8,277	7,431	2,960	2,787	1,125	90,771
1967	9,137	10,687	10,579	9,819	9,793	9,696	8,969	8,766	8,155	2,844	2,277	1,423	92,145
1968	8,965	10,376	9,965	10,252	9,549	9,505	9,197	8,697	8,175	916	735	1,526	87,858
1969	9,211	10,026	10,042	9,984	10,214	9,493	9,652	8,917	8,498	395	309	1,302	88,043
1970	8,625	9,850	9,709	9,912	9,791	9,952	9,429	9,357	8,878	137	147	2,202	87,989
1971	8,276	9,103	9,483	9,507	9,593	9,565	9,680	9,301	8,942	155	139	1,678	85,422
1972	9,518	7,536	8,735	9,208	9,194	9,363	9,232	9,393	8,777	149	143	2,030	83,278
1973	9,826	7,175	7,365	8,616	9,128	9,081	9,187	9,079	9,095	162	145	1,643	80,502
1974	10,817	6,975	7,044	7,365	8,650	9,171	9,101	9,439	8,879	194	129	-	77,764
1975	11,150	7,039	6,596	6,693	7,097	8,365	8,751	8,646	8,623	247	149	1,769	75,125
1976	11,075	7,065	6,654	6,549	6,561	7,051	8,136	8,564	8,205	387	192	1,861	72,300
1977	10,967	7,211	6,739	6,583	6,459	6,541	6,978	8,064	8,279	397	279	1,525	70,022

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.5

ENROLMENT IN FRENCH LANGUAGE ELEMENTARY SCHOOLS IN ONTARIO

1966 TO 1977

ACADEMIC YEAR BEGINNING	GRADES												
	K (JR. & SR.)	1	2	3	4	5	6	7	8	9	10	SP.ED.	TOTAL
1966	9,189	11,571	10,476	10,221	10,006	9,516	9,036	8,581	7,684	2,960	2,787	1,199	93,226
1967	9,357	10,961	10,868	10,066	10,075	9,985	9,206	9,021	8,443	2,844	2,277	1,501	94,604
1968	9,202	10,621	10,237	10,510	9,788	9,771	9,468	8,959	8,405	916	735	1,583	90,194
1969	9,452	10,309	10,318	10,240	10,435	9,718	9,904	9,191	8,773	395	309	1,353	90,397
1970	8,839	10,098	9,969	10,141	10,041	10,187	9,645	9,610	9,134	137	147	2,277	90,225
1971	8,441	9,317	9,722	9,734	9,812	9,817	9,908	9,519	9,183	155	139	1,749	87,496
1972	9,683	7,710	8,947	9,434	9,419	9,576	9,486	9,620	8,984	149	143	2,088	85,239
1973	10,049	7,389	7,562	8,841	9,369	9,332	9,402	9,343	9,310	164	145	1,699	82,605
1974	11,160	7,289	7,311	7,591	8,935	9,415	9,358	9,673	9,125	196	129	-	80,182
1975	11,491	7,285	6,826	6,937	7,305	8,613	9,003	8,917	8,842	247	149	1,809	77,424
1976	11,433	7,323	6,886	6,764	6,789	7,256	8,373	8,824	8,458	387	192	1,904	74,589
1977	11,345	7,520	7,021	6,845	6,678	6,774	7,195	8,311	8,529	397	279	1,563	72,457

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.6

ENROLMENT IN FRENCH LANGUAGE SECONDARY SCHOOLS IN ONTARIO

1969 - 1977

ACADEMIC YEAR BEGINNING	GRADES 9	10	11	12	13	TOTAL
1969	7,181	5,832	4,082	3,325	1,170	21,590
1970	7,977	6,693	5,085	3,771	1,686	25,212
1971	8,770	7,326	5,608	4,449	1,665	28,018
1972	9,045	7,888	6,201	4,759	1,990	29,883
1973	8,807	7,788	6,679	5,033	1,936	30,243
1974	9,005	8,061	6,644	5,334	1,862	30,906
1975	8,704	8,300	6,874	5,612	1,902	31,392
1976	8,590	8,105	7,110	5,740	1,965	31,510
1977	8,209	7,823	6,852	5,898	1,841	30,623

Source: Annual Reports of the Minister of Education of Ontario

Chart 3.3

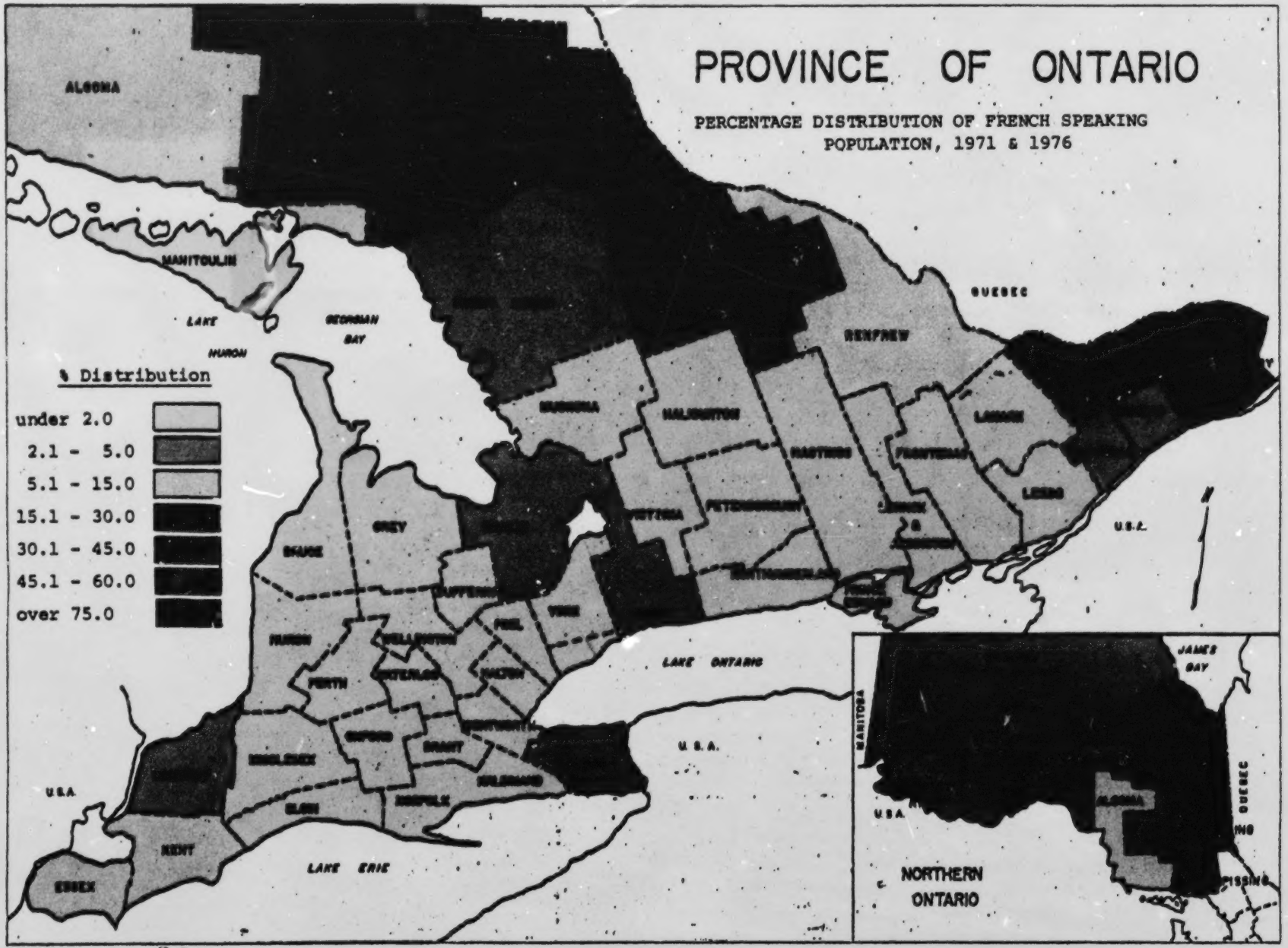
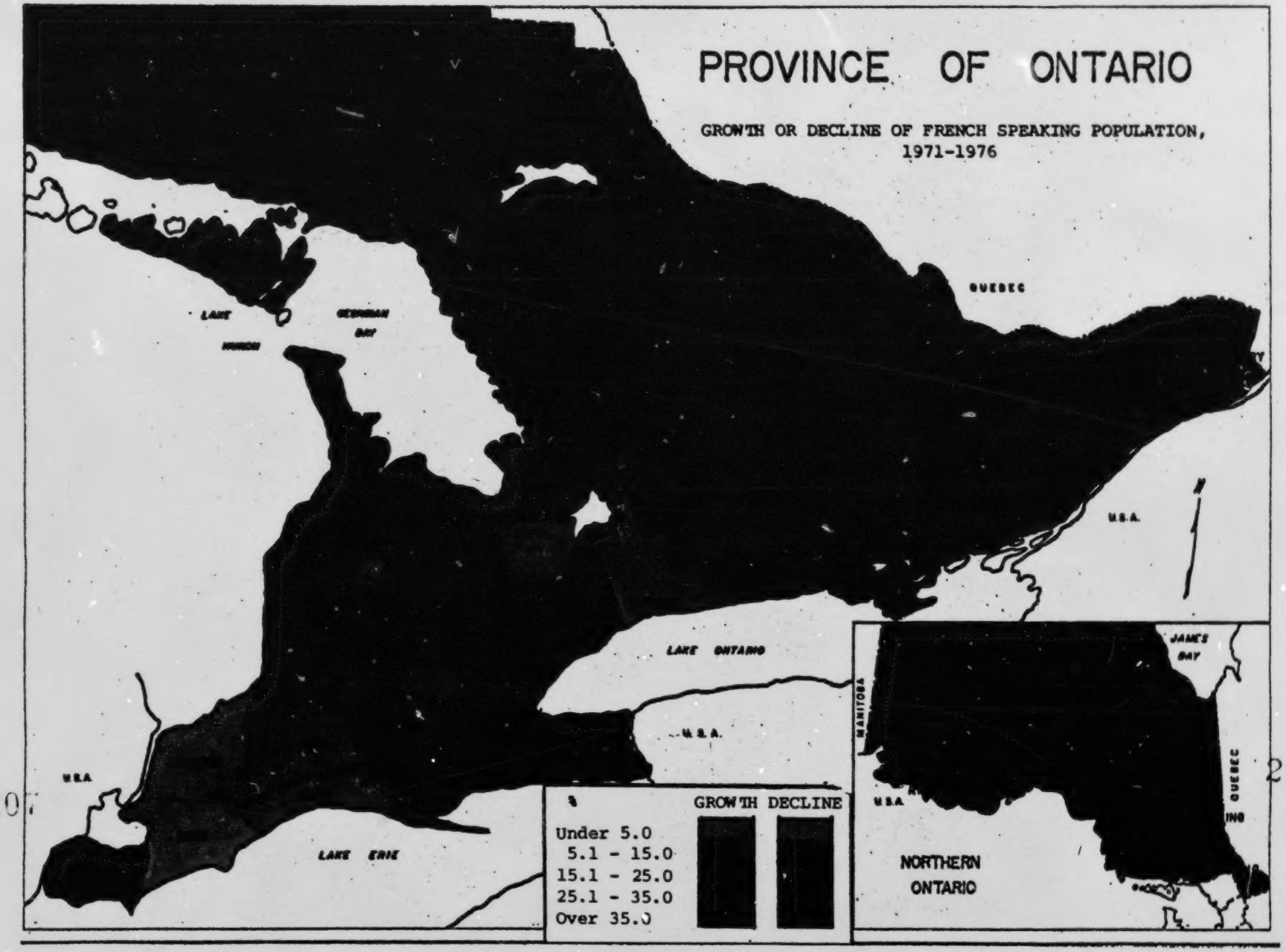

PROVINCE OF ONTARIO
PERCENTAGE DISTRIBUTION OF FRENCH SPEAKING POPULATION, 1971 & 1976
% Distribution
under 2.0
2.1 - 5.0
5.1 - 15.0
15.1 - 30.0
30.1 - 45.0
45.1 - 60.0
over 75.0
ALGOMA
MANITOULIN
LAKE HURON
GEORGIAN BAY
QUEBEC
RENFREW
HALIBURTON
HASTINGS
PETERBOROUGH
GREY
BRUCE
PERTH
HURON
LAKE ONTARIO
U.S.A.
ESSEX
KENT
LAKE ERIE
JAMES BAY
MANITOBA
NORTHERN ONTARIO

Chart 3.4



207

208

Chart 3.5

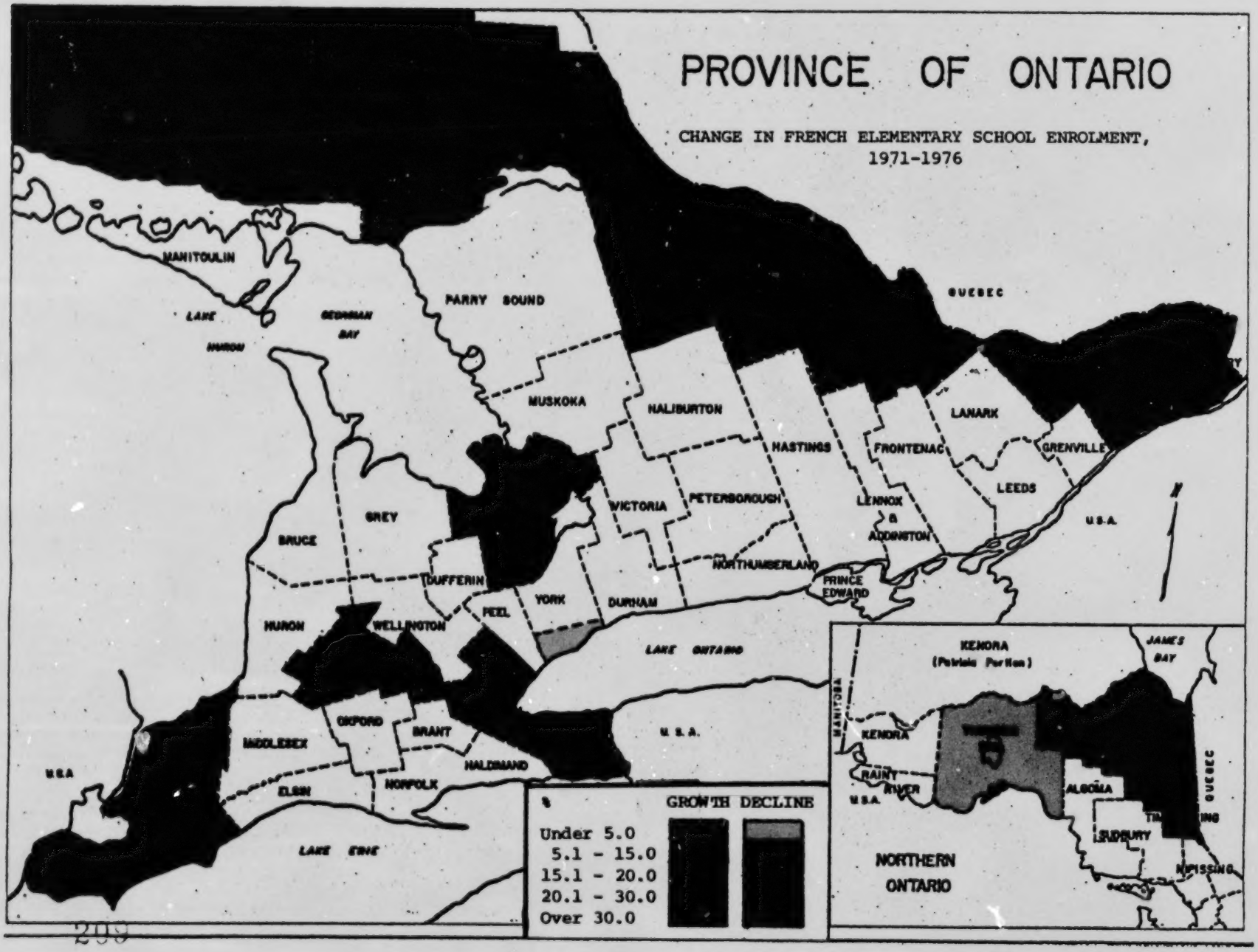
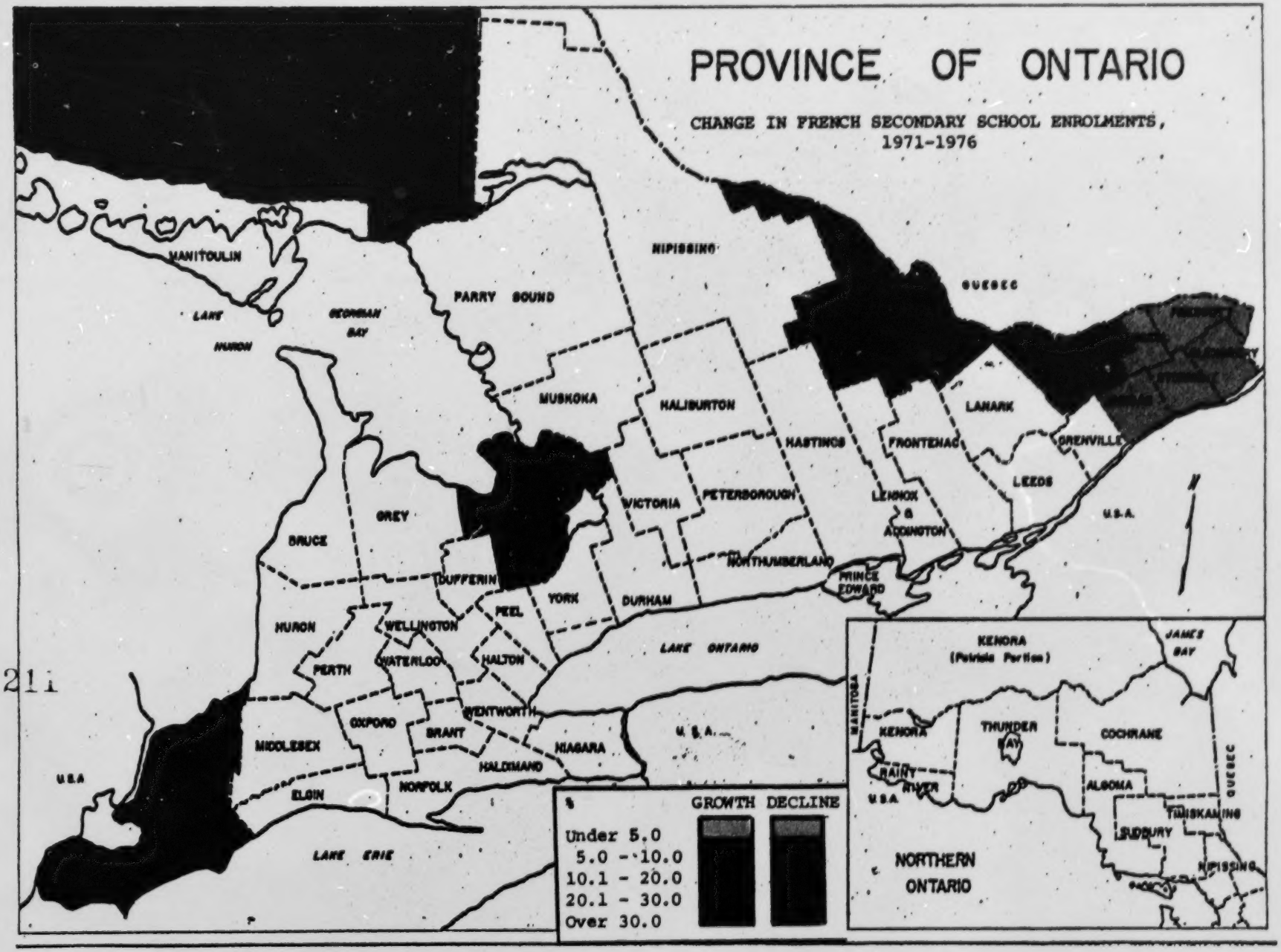

PROVINCE OF ONTARIO
CHANGE IN FRENCH ELEMENTARY SCHOOL ENROLMENT, 1971-1976
MANITOULIN
LAKE HURON
GEORGIAN BAY
PARRY SOUND
QUEBEC
MUSKOKA
HALIBURTON
HASTINGS
FRONTENAC
LANARK
GRENVILLE
LEEDS
LENNOX & ADDINGTON
PRINCE EDWARD
NORTHUMBERLAND
PETERBOROUGH
VICTORIA
GREY
BRUCE
DUFFERIN
YORK
DURHAM
PEEL
HURON
WELLINGTON
LAKE ONTARIO
U.S.A.
OXFORD
BRANT
MIDDLESEX
HALDIMAND
NORFOLK
ELGIN
LAKE ERIE
U.S.A.
KENORA (Patricia Portion)
JAMES BAY
MANITOBA
KENORA
RAINY RIVER
U.S.A.
ALGOMA
SUDBURY
NIPISSING
QUEBEC
NORTHERN ONTARIO
GROWTH DECLINE
Under 5.0
5.1 - 15.0
15.1 - 20.0
20.1 - 30.0
Over 30.0

Chart 3.6



211

212

CHART 3.7

ONTARIO: ENROLMENT IN SCHOOLS ATTENDED BY FRENCH-SPEAKING PUPILS

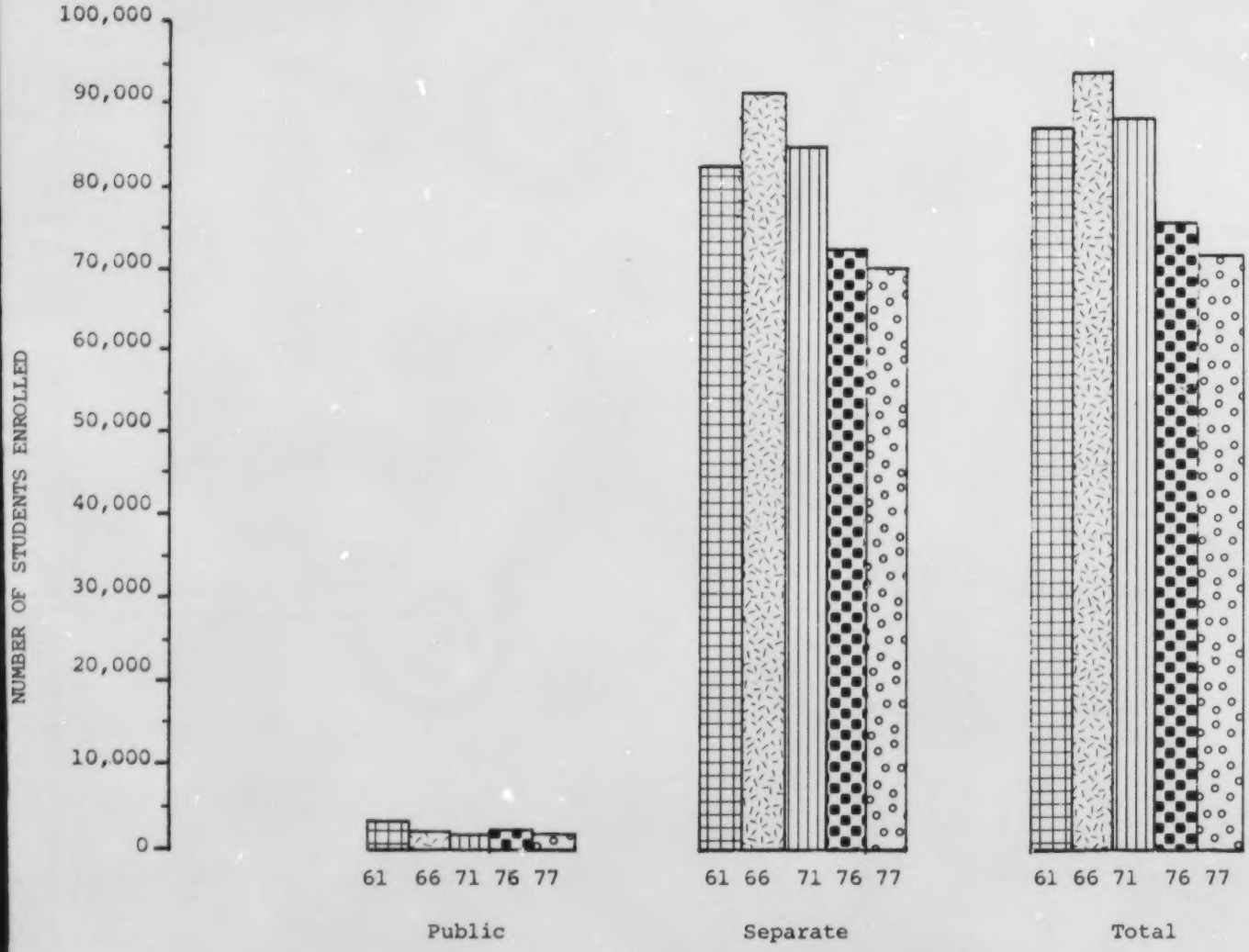


TABLE 3.7

PRIVATE SCHOOL ENROLMENT IN ONTARIO, 1926-1976

ACADEMIC YEAR BEGINNING	NURSERY OR JR. KNDGR.	KINDER-GARTEN	GRADES 1	2	3	4	5	6	7	8	9	10	11	12	13	AUXIL.	TOTAL
1926	-	43	167	142	113	142	197	220	258	359	785	644	701	472	-	307	4,550
1927	-	72	191	150	155	216	291	290	326	424	667	582	674	392	-	322	4,752
1928	-	65	195	178	166	233	259	281	281	394	630	540	597	346	-	280	4,445
1929	-	43	104	142	92	123	202	163	263	317	589	542	674	344	-	209	3,807
1930	-	178	426	343	360	428	369	361	366	444	911	795	817	501	-	523	6,822
					ELEMENTARY								SECONDARY				
* 1931					4,310								6,093			793	11,196
* 1932					4,337								5,846			1,523	11,706
* 1933					4,233								6,262			747	11,242
* 1934					4,260								6,262			1,041	11,563
* 1935					3,804								6,242			1,186	11,232
* 1936					4,215								6,627			967	11,809
* 1938					3,234								7,915			1,148	12,297
* 1940					3,042								9,413			1,060	13,515
* 1942					3,303								10,087			1,023	14,413
* 1944					3,852								9,612			1,503	14,967
* 1946					3,877								11,752			707	16,336
1947	214	378	598	492	485	538	584	624	756	826	2,344	2,240	2,203	2,120	1,381	803	16,586
1949	178	394	588	567	551	474	675	676	718	1,078	2,932	2,589	2,719	2,536	1,270	878	18,823
1951	150	561	516	488	499	610	596	620	653	819	2,950	2,667	2,726	2,441	1,560	717	18,573
1953	125	509	594	527	446	525	718	673	774	765	2,595	2,338	2,916	2,403	1,438	491	17,837
1955	113	390	498	498	494	511	554	665	732	848	3,380	2,881	3,312	3,002	1,626	646	20,150 **
1957	98	494	398	382	361	502	467	539	674	834	4,037	3,444	4,550	3,788	1,655	653	22,876
1958	125	491	419	383	370	498	424	555	703	859	3,875	3,493	4,796	4,105	1,828	818	23,742
1959	140	409	371	355	383	446	428	528	809	964	4,226	3,710	5,438	4,545	1,871	693	25,316
1960	157	508	372	363	370	423	403	496	810	963	4,276	3,709	5,596	4,885	2,193	651	26,175
1961	398	485	492	503	514	427	640	502	758	944	4,752	3,921	5,593	4,947	2,173	777	27,826
1962	331	535	487	510	562	484	631	608	795	973	5,285	4,692	7,455	5,821	2,529	760	32,458
1963	-	1,045	1,602	1,445	1,542	1,332	1,359	1,282	1,437	1,497	5,179	4,567	9,445	7,973	3,130	574	43,409
1964	-	610	1,699	1,655	1,489	1,603	1,506	1,430	1,629	1,520	4,487	4,004	9,223	8,133	3,801	843	43,632
1965	-	45	1,745	1,781	1,690	1,527	1,774	1,614	1,723	1,732	4,093	3,671	9,134	7,922	4,149	626	43,226
1966	992	934	2,041	1,799	1,823	1,683	1,669	1,787	1,830	1,742	4,606	4,016	8,646	7,859	3,956	689	46,072
1967	1,169	940	1,994	2,018	1,806	1,826	1,812	1,711	1,950	1,920	2,524	2,280	8,538	7,894	4,136	468	42,986
1968	1,168	971	2,078	1,932	1,942	1,790	1,851	1,829	1,891	2,028	2,146	2,038	8.077	6,998	4,264	601	41,604
1969	1,532	997	2,128	2,036	1,961	2,000	1,907	1,896	2,053	1,968	2,081	2,018	7,747	7,185	4,629	519	42,657
1970	1,462	1,017	2,224	2,126	2,139	2,060	2,163	2,046	2,308	2,188	1,982	1,896	7,703	6,927	4,778	1,097	44,116
1971	1,629	1,056	2,075	2,214	2,229	2,160	2,207	2,296	2,421	2,354	2,026	1,826	7,015	6,853	4,972	616	43,949
1972	1,487	1,010	2,071	2,062	2,221	2,250	2,277	2,360	2,572	2,480	2,229	1,875	7,406	6,896	4,897	733	44,826
1973	1,652	1,178	2,123	2,120	2,195	2,379	2,429	2,487	2,734	2,734	2,166	2,070	8,232	7,364	5,072	556	47,500
1974	2,183	1,536	2,238	2,207	2,251	2,348	2,622	2,632	2,901	2,826	2,497	2,240	9,153	7,939	5,322	545	51,440
1975	2,021	1,668	2,611	2,311	2,361	2,342	2,638	2,796	3,066	2,952	2,581	2,467	9,982	8,807	5,856	181	54,640
1976	2,027	1,808	2,656	2,577	2,386	2,398	2,582	2,759	3,254	3,109	2,800	2,580	11,591	9,593	6,379	180	58,679

Sources: For years 1926-36, Dominion Bureau of Statistics, Education Division, Annual Survey in Canada (1925-36), (Ottawa, Queen's Printer).
For years 1938-47, Dominion Bureau of Statistics, Education Division, Survey of Elementary and Secondary Education, Catalogue 81-401 (Ottawa, Queen's Printer). For years 1949-62, Ibid, Catalogue 81-210. For years 1966-67, Ibid., Catalogue 81-215. For years 1963-65, 1968-76, Reports of the Minister of Education (Ontario).

* Enrolment not available by grades. Figures for elementary, secondary and auxiliary classes respectively.
** Originally misprinted as 20,155.

TABLE 3.8

CROWN LAND SCHOOL ENROLMENT IN ONTARIO (1967-76)

ACADEMIC YEAR BEGINNING	JK.	K.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8	GR. 9	GR. 10	GR. 11	GR. 12	GR. 13	AUX.*	TOTAL
1967	-	1,353	1,475	1,418	1,472	1,379	1,388	1,304	1,193	1,015	-	-	-	-	-	172	12,169
1968	-	1,286	1,387	1,432	1,354	1,402	1,275	1,324	1,222	1,112	-	-	-	-	-	229	12,023
1969	-	1,050	1,253	1,221	1,254	1,150	1,260	1,140	1,135	1,064	399	327	264	189	77	182	11,965
1970	-	862	1,103	1,143	1,188	1,105	1,098	1,105	1,091	1,001	384	351	255	228	93	153	11,160
1971	-	771	824	1,007	1,056	1,094	1,072	973	988	917	353	373	299	210	102	185	10,224
1972	-	562	724	658	775	862	861	830	785	748	370	316	297	215	83	147	8,233
1973	395	611	600	685	730	774	889	863	865	764	305	287	224	217	98	122	8,429
1974	443	557	628	610	653	685	765	822	812	778	277	282	231	160	75	-	7,778
1975	472	546	551	586	577	570	665	719	762	725	343	266	225	182	77	94	7,360
1976	434	554	575	545	569	560	534	636	655	700	301	301	222	181	74	100	6,941

Sources: For grades JK.-8, and auxiliary class, Ministry of Education, Public School Enrolment (1967-76) (Ontario)
For grades 9-13, Ministry of Education, Secondary School Enrolment (1969-76) (Ontario)

*For elementary classes only.

TABLE 3.9

ENROLMENT IN INDIAN SCHOOLS BY GRADES IN ONTARIO (1926-76)

ACADEMIC YEAR BEGINNING	KINDERGARTEN OR PRE GRADE 1	GR.1	GR.2		GR.3	GR.4	GR.5	GR.6		GR.7	GR.8	GR.9	GR.10	GR.11	GR.12	GR.13	AUXILIARY	TOTAL
				(Boys)					(Girls)									
1926 *				1,911					1,919									3,830
1927 *				1,325					1,264									2,589
1928 *				1,875					1,958									3,833
1929 *				1,933					1,965									3,897
1930 *				2,024					2,081									4,105
1931 *				2,110					2,186									4,296
1932 *				2,200					2,264									4,464
1933 *				2,273					2,252									4,525
1934 *				2,241					2,283									4,524
1935 *				2,287					2,314									4,601
1936	-	1,686	699		549	542	473	310		211	160	34	-	-	-	-	-	4,664
1938	-	1,620	715		502	532	431	382		236	202	11	-	-	-	-	-	4,631
1940	-	1,613	751		580	452	439	328		265	205	34	-	-	-	-	-	4,667
1942	-	1,253	706		584	506	413	312		231	202	48	-	-	-	-	-	4,255
1944	-	1,146	612		592	536	357	324		206	184	47	-	-	-	-	-	4,004
1946	-	1,552	603		578	508	438	332		214	174	27	-	-	-	-	-	4,426
1948	-	1,396	775		653	566	491	333		272	227	93	-	-	-	-	-	4,806
1949	-	1,708	744		741	585	534	417		262	261	91	21	26	8	-	-	5,398
1951	-	1,813	899		735	642	562	473		363	288	109	43	16	20	-	-	5,963
1953	-	1,884	1,003		914	695	626	531		398	332	82	64	18	9	-	-	6,566
1955	-	2,029	1,019		861	772	593	539		405	330	105	63	45	31	-	-	6,792
1957	299	1,573	1,169		1,093	934	877	662		518	378	242	118	79	58	9	-	8,009
1958	688	1,217	1,071		985	882	743	625		469	296	62	29	11	7	-	-	7,085
1959	500	1,257	1,087		1,024	899	823	652		477	328	71	27	-	-	-	-	7,145
1960	607	1,376	1,139		1,061	904	772	707		473	352	73	19	-	-	-	-	7,483
1961	770	1,090	1,092		912	830	701	568		500	356	42	9	-	-	-	16	6,886
1962	789	1,166	1,086		1,010	795	728	574		405	348	27	25	-	-	-	-	6,953
1963	791	1,095	1,123		995	823	636	536		432	287	28	24	19	-	-	26	6,815
1964	754	1,068	1,063		971	801	688	531		421	343	31	22	11	-	-	71	6,775
1965	712	1,076	987		956	825	653	506		394	313	19	15	13	-	-	103	6,572
1966	570	1,132	1,012		896	814	638	561		385	316	28	13	10	-	-	120	6,495
1967	788	1,190	996		940	754	667	569		421	316	23	1	1	-	-	86	6,752
1968	794	1,164	1,004		917	743	657	595		460	346	1	-	-	-	-	109	6,790
1969	835	1,067	945		848	761	656	560		475	368	-	-	-	-	-	90	6,605
1970	810	1,023	883		829	729	670	710		496	258	5	-	-	-	-	41	6,454
1971	939	1,055	1,025		874	798	721	695		540	413	27	-	-	-	-	70	7,157
1972	993	972	870		840	798	771	705		540	486	42	19	-	-	-	70	7,106
1973	1,193	887	867		832	740	688	712		567	509	40	16	-	-	-	98	7,149
1974	1,292	905	821		845	826	751	720		640	505	62	28	6	-	-	64	7,465
1975	1,206	905	849		803	782	770	713		640	579	64	24	-	-	-	56	7,391
1976	1,200	940	845		825	740	725	730		625	575	75	27	-	-	-	55	7,362

Sources: For years 1926-36, Dominion Bureau of Statistics, Education Division, Annual Survey in Canada (1925-36) (Ottawa, Queen's Printer), For Years 1938-48, Dominion Bureau of Statistics, Education Division, Survey of Elementary & Secondary Education, Catalogue No. 81-401 (Ottawa, Queen's Printer). For years 1949-60, Ibid., Catalogue No. 81-210. For years 1961-69, Ibid., Catalogue No. 81-201. For years 1970, Minister of Indian Affairs and Northern Development Information, The Canadian Indian Statistics (Ottawa, 1973).

* Enrolment not available by grades. Figures for boys and girls respectively.

TABLE 3.10

ACTUAL AND PROJECTED CHANGE IN PUBLIC ELEMENTARY SCHOOL ENROLMENT* BY COUNTIES AND DISTRICTS 1971-1986

COUNTY/DISTRICT	ACTUAL 1971	ACTUAL 1976	PROJECTED 1981	PROJECTED 1986	CHANGE IN NUMBER AND PERCENTAGE 1971-1976 No.	1971-1976 %	1971-1981 No.	1971-1981 %	1971-1986 No.	1971-1986 %	1976-1986 No.	1976-1986 %
1. ALGOMA	11490	11338	9901	9749	- 152	- 1.32	-1589	-13.83	-1741	-15.15	-1589	-14.01
2. BRANT	11975	10923	9853	9424	- 1052	- 8.78	-2122	-17.72	-2551	-21.30	-1499	-13.72
3. BRUCE	6900	7197	7886	8653	297	4.30	986	14.29	1753	25.40	1456	20.23
4. CARLETON [1]	20177	21320	22249	25404	1143	5.66	2122	10.52	5287	26.20	4144	19.44
5. COCHRANE	6327	5438	5816	5330	- 889	- 14.05	- 511	- 8.08	- 997	-15.76	- 608	-10.24
6. DUFFERIN	8811	9202	11335	11943	391	4.44	2524	28.65	3132	35.54	2741	29.79
7. ELGIN	10849	9922	8741	8424	- 927	- 8.54	-2108	-19.43	-2425	-22.35	-1498	-15.10
8. ESSEX [2]	12391	10440	8457	7891	- 1951	-15.74	-3934	-31.75	-4500	-36.31	-2549	-24.41
9. FRONTENAC	14000	9343	8457	8368	- 657	- 6.57	-1543	-11.02	-1632	-11.66	- 975	-10.43
10. GREY	12225	10454	9001	8568	- 1771	-14.49	-3224	-26.37	-3657	-29.91	-1886	-18.04
11. HALDIMAND-NORFOLK	1600	1498	1563	1801	- 102	- 6.38	- 37	- 2.31	201	12.56	303	20.23
12. HALIBURTON	29599	28093	27135	28774	- 1500	- 5.07	-2464	- 8.32	- 685	- 2.32	635	2.26
13. HALTON	14319	12006	11455	11459	- 2013	-14.36	-2564	-18.29	-2160	-15.41	- 147	- 1.22
14. HASTINGS	7752	6830	6474	7308	- 922	-11.89	-1278	-16.49	- 364	- 4.70	558	8.17
15. HURON	7368	6337	5774	5530	- 1029	-13.97	-1592	-21.61	-1836	-24.93	- 807	-12.73
16. KENORA	12580	10787	10094	9447	- 1793	-14.25	-2486	-19.76	-3133	-24.90	-1340	-12.42
17. KENT	15258	13068	12663	13597	- 2190	-14.35	-2595	-17.01	-1851	-12.13	339	2.59
18. LAMBTON	9359	8850	8473	8348	- 509	- 5.50	- 886	- 9.47	-1011	-10.80	- 502	- 5.67
19. LANARK	10689	9472	8425	8457	- 1217	-11.39	-2264	-21.18	-2232	-20.88	-1015	-10.72
20. LEEDS & GRENVILLE	4919	4911	5076	5552	- 8	- 0.16	157	3.19	633	12.87	641	13.05
21. LENNOX & ADDINGTON	42526	37454	32377	29587	- 5072	-11.93	-10149	-23.87	-12939	-30.43	- 7867	-21.00
22. NIAGARA REGION	1307	1085	919	907	- 222	-17.0	- 388	-29.69	- 400	-30.60	- 178	-16.41
23. MANITOULIN	8041	7035	6056	7126	- 1106	-13.80	- 1985	-19.50	- 1515	-17.53	- 409	- 5.43
24. MIDDLESEX [3]	5203	4775	4773	5809	- 428	- 8.23	- 430	- 8.26	606	11.65	1034	21.65
25. MUSKOKA	6747	5877	5106	5186	- 870	-12.06	- 1691	-24.88	- 1661	-24.44	- 841	-14.07
26. NIPISSING	11698	10132	9226	9026	- 1566	-13.39	- 2476	-21.17	- 2042	-17.46	- 476	- 4.70
27. OXFORD	5416	4815	4099	4220	- 601	-11.10	- 1317	-24.32	- 1196	-22.08	- 595	-12.36
28. PARRY SOUND	41279	45270	51623	56215	4991	12.09	10344	25.06	20936	50.72	15945	34.46
29. PEEL	8625	7826	7223	7522	- 1099	-12.81	- 1702	-19.07	- 1403	-15.72	- 304	- 3.88
30. PERTH	11475	11022	9438	10301	- 453	- 3.96	- 2037	-17.01	1674	-13.98	- 721	- 6.54
31. PETERBOROUGH	920	1118	1373	1585	198	21.52	453	49.24	- 665	72.28	457	41.77
32. PRESCOTT & RUSSELL	480	2912	2494	2712	- 568	-16.32	- 986	-28.33	- 768	-22.07	- 200	- 6.87
33. PRINCE EDWARD	3565	2981	2762	2587	- 604	-16.85	- 823	-22.96	- 998	-27.84	- 394	-13.22
34. RAINY RIVER	8780	7201	5951	5635	- 1579	-17.98	- 2829	-32.22	- 3145	-35.82	- 1566	-21.75
35. RENFREW	24788	25022	27131	31494	224	0.90	2333	9.41	6696	27.00	6472	25.87
36. SIMCOE	7910	6694	5335	5140	- 1216	-15.37	- 2575	-32.55	- 2770	-35.02	- 1554	-23.21
37. STORMONT, DUNDAS & GLENGARRY	16707	13219	10955	9198	- 3488	-20.88	- 5752	-34.43	- 7509	-44.95	- 4021	-30.42
38. SUDBURY	16783	13887	12644	12035	- 2896	-17.26	- 4139	-24.66	- 4748	-28.29	- 1852	-13.34
39. THUNDER BAY	4996	3883	3347	3082	- 1113	-22.28	- 1649	-33.01	- 1914	-38.31	- 801	-20.63
40. TIMISKAMING	5592	5557	5894	7569	- 35	- 0.63	302	5.40	1977	35.35	2012	36.21
41. VICTORIA	28701	28832	28940	29256	131	0.46	239	0.83	555	1.93	424	1.47
42. WATERLOO	14125	13605	13203	14644	- 520	- 3.68	- 922	- 6.53	- 481	- 3.41	39	0.29
43. WELLINGTON	13950	11594	9892	9731	- 2356	-16.89	- 4068	-29.16	- 4219	-30.24	- 1863	-16.07
44. WENTWORTH	27315	25439	25740	28663	- 1876	- 6.87	- 1575	- 5.77	1348	4.94	3224	12.67
45. YORK												
46. PROVINCE OF ONTARIO	40566	25961	21198	17474	- 4605	-15.07	- 9368	-30.65	-11092	-36.29	- 6487	-24.99
47. HAMILTON	27552	24178	21674	20146	- 3554	-12.72	- 6253	-22.39	- 7786	-27.87	- 4232	-17.36
48. LONDON	24668	17138	13202	10561	- 4530	-20.91	- 8466	-39.07	-11107	-51.26	- 6577	-38.38
49. OTTAWA	231443	191022	153908	134677	-40727	-17.57	-77841	-33.59	-97075	-41.89	-56345	-29.50
50. METRO TORONTO	16527	13925	11782	10542	- 2602	-15.74	- 4745	-28.71	- 5985	-36.21	- 3383	-24.29
51. WINDSOR												

[1] Excluding Ottawa

[2] Excluding Windsor

[3] Excluding London

* Excluding Kindergarten

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.11

ACTUAL AND PROJECTED CHANGE IN RC SEPARATE SCHOOL ENROLMENT*
BY COUNTIES AND DISTRICTS, 1971-1986

	COUNTY/DISTRICT	Actual		Projected		1971-1976		1971-1981		1971-1986		1976-1986	
		1971	1976	1981	1986	No.	%	No.	%	No.	%	No.	%
1.	ALGOMA	10571	9184	7774	7623	-1387	-13.12	-2797	-26.46	-2948	-27.89	-1561	-17.00
2.	BRANT	3430	3152	3039	3140	- 278	- 8.10	- 391	-11.40	- 290	- 8.45	- 12	- 0.38
3.	BRUCE	1821	1909	2252	2818	88	4.83	431	23.67	997	54.75	909	47.62
4.	CARLETON[1]	10482	12870	14174	16204	2388	22.78	3692	35.22	5722	54.59	3334	25.91
5.	COCHRANE	12816	10390	8796	7987	-2426	-18.93	-4020	-31.37	-4829	-37.68	-2403	-23.13
6.	DUFFERIN	215	331	540	735	116	53.95	325	151.16	520	241.86	404	122.05
7.	ELGIN	1676	1501	1215	1227	- 175	-10.44	- 461	-27.51	- 449	-26.79	- 274	-18.25
8.	ESSEX[2]	9278	9351	9038	8878	73	0.79	- 240	- 2.59	- 400	- 4.31	- 473	- 5.06
9.	FRONTENAC	3220	3085	2725	2622	- 135	- 4.19	- 495	-15.37	- 598	-18.57	- 463	-15.01
10.	GREY	834	842	934	986	8	0.96	100	11.99	152	18.23	144	17.10
11.	HALDIMAND-NORFOLK	2534	2441	2307	2226	- 93	- 3.67	- 227	- 8.96	- 308	-12.15	- 215	- 8.81
12.	HALTON	7181	7454	7662	8131	273	3.80	481	6.70	950	13.23	677	9.08
13.	HASTINGS	3565	3330	3051	3166	- 235	- 6.59	- 514	-14.42	- 399	-11.19	- 164	- 4.92
14.	HURON	1441	1345	1426	1610	- 96	- 6.66	- 15	- 1.04	- 169	-11.73	265	19.70
15.	KENORA	1671	1490	1205	1095	- 181	-10.83	- 466	-27.89	- 576	-34.47	- 395	-26.51
16.	KENT	5391	5076	4509	4299	- 315	- 5.84	- 882	-16.36	-1092	-20.26	- 777	-15.31
17.	LAMBTON	4743	4579	4984	5414	- 164	- 3.46	241	5.08	671	14.15	835	18.24
18.	LANARK	1397	1175	1054	1018	- 222	-15.89	- 343	-24.55	- 379	-27.13	- 157	-13.36
19.	LEEDS & GRENVILLE	1794	1531	1283	1268	- 263	-14.66	- 511	-28.48	- 526	-29.32	- 263	-17.18
20.	LENNOX/ADDINGTON	492	671	686	753	179	36.38	194	39.43	261	53.05	82	12.22
21.	NIAGARA	19029	17177	15085	14018	-1852	- 9.73	-3944	-20.73	-5011	-26.33	-3159	-18.39
22.	MANITOULIN	131	94	96	96	- 37	-28.24	- 35	-26.72	- 35	-26.72	2	2.13
23.	MIDDLESEX[3]	9986	9317	8142	7543	- 669	- 6.70	-1844	-18.47	-2443	-24.46	-1774	-19.04
24.	NIPISSING	9995	7858	6406	6427	-2137	-21.38	-3589	-35.91	-3568	-35.70	-1431	-18.21
25.	OXFORD	1936	1810	1590	1654	- 126	- 6.51	- 346	-17.87	- 282	-14.57	- 156	- 8.62
26.	PARRY SOUND	10	0	0	0	- 10	-100.00	- 10	-100.00	- 10	-100.00	0	0
27.	PEEL	9930	17268	27827	37717	7338	73.90	17897	-180.23	27787	279.83	20449	118.42
28.	PERTH	1767	1387	1168	1191	- 380	-21.51	- 599	-33.90	- 576	-32.60	- 196	-14.13
29.	PETERBOROUGH	4008	3377	2768	2885	- 631	-15.74	-1240	-30.94	-1123	-28.02	- 492	-14.57
30.	PRESCOTT & RUSSELL	7833	6609	5746	6370	-1224	-15.63	-2087	-26.64	-1463	-18.68	- 239	- 3.62
31.	PRINCE EDWARD	112	104	103	104	- 8	- 7.14	- 9	- 8.04	- 8	- 7.14	0	0
32.	RAINY RIVER	1102	810	784	738	- 292	-26.50	- 318	-28.86	- 364	-33.03	- 72	- 8.89
33.	RENFREW	6745	5348	4230	3985	-1397	-20.71	-2515	-37.28	-2760	-40.92	1363	-25.49
34.	SIMCOE	5442	5261	5816	6786	- 181	- 3.33	374	6.87	1344	24.70	1525	28.99
35.	STORMONT, DUNDAS & GLENGARRY	10013	7733	7062	7792	-2280	-22.77	-2951	-29.47	-2221	-22.18	59	0.76
36.	SUDBURY	24800	21134	17857	15344	-3666	-14.78	-6943	-28.00	-9456	-38.13	-5790	-27.40
37.	THUNDER BAY	8065	7665	7128	6756	- 400	- 4.96	- 937	-11.62	-1309	-16.23	- 909	-11.86
38.	TIMISKAMING	3904	3038	2463	2301	- 866	-22.18	-1441	-36.91	-1603	-41.06	- 737	-24.26
39.	VICTORIA	501	530	642	825	29	5.79	141	28.14	324	64.67	295	55.66
40.	WATERLOO	15128	15386	14727	14830	258	1.71	- 401	- 2.65	- 298	- 1.97	- 556	- 3.61
41.	WELLINGTON	4752	4579	4258	4383	- 173	- 3.64	- 494	-10.40	- 369	- 7.77	- 196	- 4.28
42.	HAMILTON-WENTWORTH	21876	20478	17364	15807	-1398	- 6.39	-4512	-20.63	-6069	-27.74	-4671	-22.81
43.	YORK	4478	6376	8296	9471	1898	42.38	3818	85.26	4993	111.50	3095	48.54
44.	OTTAWA	25338	17711	13297	10656	-7627	-30.10	-12041	-47.52	-14682	-57.94	-7055	-89.83
45.	METRO TORONTO	70298	77886	69578	61319	-7588	10.79	- 720	- 1.02	-8979	-12.77	-16567	-21.27
46.	WINDSOR	18287	15755	12987	11579	-2532	-13.85	-5300	-28.98	-6708	-36.68	-4176	-26.51

[1] Carleton excluding Ottawa

[2] Essex excluding Windsor

[3] Middlesex including London

* Excluding Kindergarten

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.12

ACTUAL AND PROJECTED CHANGE IN SECONDARY SCHOOL ENROLMENT BY COUNTIES AND DISTRICTS 1971-1986

COUNTY/DISTRICT	ACTUAL		PROJECTED		1971-1976		1971-1981		1971-1986		1976-1986	
	1971	1976	1981	1986	NO.	%	NO.	%	NO.	%	NO.	%
1. ALGOMA	9690	10117	8659	7339	427	4.41	- 1031	-10.64	- 2351	- 24.26	- 2778	-27.46
2. BRANT	6891	6744	6386	5723	- 147	- 2.13	- 505	- 7.33	- 1168	- 16.95	- 1021	-15.14
3. BRUCE	3494	3632	3644	3874	138	3.95	150	4.29	380	10.88	242	6.66
4. CARLETON[1]	10368	15134	16835	18216	4766	45.97	6467	62.37	7848	75.69	3082	20.36
5. COCHRANE	8634	8813	7897	7229	179	2.07	- 737	- 8.54	- 1405	- 16.27	- 1584	-17.97
6. DUFFERIN	1876	2351	2533	3023	475	25.32	657	35.02	1147	61.14	672	28.58
7. ELGIN	4375	4855	4741	4443	480	10.97	366	8.37	68	1.55	- 412	- 8.49
8. ESSEX[2]	8198	8687	8389	8040	489	5.96	191	2.33	- 158	- 1.93	- 647	- 7.45
9. FRONTENAC	7825	8135	7049	6022	310	3.96	- 776	- 9.92	- 1803	- 23.04	- 2113	-25.97
10. GREY	5466	5552	5125	4963	86	1.57	- 341	- 6.24	- 503	- 9.20	- 589	-10.61
11. HALDIMAND-NORFOLK	7349	6979	6215	5496	- 370	- 5.03	- 1134	-15.43	- 1853	- 25.21	- 1483	-21.25
12. HALIBURTON	597	676	647	642	79	13.23	50	8.38	45	7.54	- 34	- 5.03
13. HALTON	16662	20935	20423	19237	4273	25.65	3761	22.57	2575	15.54	- 1698	- 8.11
14. HASTINGS	8817	9198	8136	7611	381	4.32	- 681	- 7.72	- 1206	- 13.68	- 1587	-17.25
15. HURON	4661	4689	4113	3909	28	0.60	- 548	-11.76	- 752	- 16.13	- 780	-16.63
16. KENORA	3800	4030	3430	3033	230	6.05	- 370	- 9.74	- 767	- 20.18	- 997	-24.74
17. KENT	8619	8370	7125	6671	- 249	- 2.89	- 1494	-17.33	- 1948	- 22.60	- 1699	-20.30
18. LAMBTON	9102	8897	7864	8113	- 205	- 2.25	- 1238	-13.60	- 989	- 10.87	- 784	- 8.81
19. LANARK	3412	3619	3413	3217	207	6.07	1	0.03	- 195	- 5.72	- 402	-11.11
20. LEEDS & GRENVILLE	5962	6232	5827	5067	270	4.53	- 135	- 2.26	- 895	- 15.01	- 1165	-18.69
21. LENNOX & ADDINGTON	2461	2725	2731	2777	264	10.73	270	10.97	316	12.84	52	1.91
22. NIAGARA	27388	26988	24046	20956	- 400	- 1.46	- 3342	-12.20	- 6432	- 23.48	- 6032	-22.35
23. MANITOULIN	924	931	715	639	7	0.76	- 209	-22.62	- 285	- 30.84	- 292	-31.36
24. MIDDLESEX[3]	3937	4373	3877	3544	436	11.07	- 60	- 1.52	- 393	- 9.98	- 829	-18.96
25. MUSKOKA	2536	2835	2627	2544	299	11.79	91	3.59	8	.32	- 291	- 10.26
26. NIPISSING	7282	7467	6105	5013	185	2.54	1177	-16.16	- 269	- 31.16	- 2454	-32.86
27. OXFORD	6181	6298	5537	4839	117	1.89	- 644	-10.42	- 1342	- 21.71	- 1459	-23.17
28. PARRY SOUND	2615	2718	2284	1923	103	3.94	- 331	-12.66	- 692	- 26.46	- 795	-29.25
29. PEEL	19884	28784	33947	42097	8900	44.76	14063	70.73	22213	111.71	13313	46.25
30. PERTH	5189	5540	4785	4164	351	6.76	- 404	- 7.79	- 1025	- 19.75	- 1376	-24.84
31. PETERBOROUGH	7496	7785	7037	6206	289	3.86	- 459	- 6.12	- 1290	- 17.21	- 1579	-20.28
32. PRESCOTT & RUSSELL	4124	4251	3891	3508	127	3.08	- 233	- 5.65	- 616	- 14.94	- 743	-17.48
33. PRINCE EDWARD	1448	1497	1309	1090	49	3.38	- 139	- 9.60	- 358	- 24.72	- 407	-27.19
34. RAINY RIVER	2391	2264	1877	1828	- 127	- 5.31	- 514	-21.50	- 563	- 23.55	- 436	-19.26
35. RENFREW	8200	7855	6514	5265	- 345	- 4.21	- 1686	-20.56	- 2935	- 35.79	- 2590	-32.97
36. SIMCOE	13961	15959	15898	16851	1998	14.31	1937	13.87	2890	20.70	992	5.59
37. STORMONT, DUNDAS & GLENGARRY	8933	9232	7613	6193	299	3.35	- 1320	-14.78	- 2740	- 30.67	- 3039	-32.92
38. SUDBURY	16266	16554	13252	11671	288	1.77	- 3014	-18.53	- 4595	- 28.25	- 4883	-29.50
39. THUNDER BAY	11974	11752	10190	9600	- 222	- 1.85	- 1784	-14.90	- 2374	- 19.83	- 2152	-18.31
40. TIMISKAMING	4471	4285	3121	2649	- 186	- 4.16	- 1350	-30.19	- 1822	- 40.75	- 1636	-38.18
41. VICTORIA	2791	3159	3200	3210	368	13.19	409	14.65	419	15.01	51	1.61
42. WATERLOO	16665	17850	17656	17372	1185	7.11	991	5.95	707	4.24	- 478	- 2.68
43. WELLINGTON	8209	8695	7948	7580	486	5.92	- 261	- 3.18	- 629	- 7.66	-1115	-12.82
44. WENTWORTH EXCLUDING HAMILTON	7281	7471	6198	5115	190	2.61	- 1083	-14.87	- 2166	- 29.75	-2356	-31.54
45. YORK EXCLUDING METRO TORONTO	14142	16446	16766	17184	2304	16.29	2624	18.55	3042	21.51	738	4.49
46. HAMILTON	19697	18710	15240	12060	- 987	- 5.01	- 4457	-22.63	- 7637	-38.77	- 6650	-35.54
47. LONDON	16962	18554	15241	13373	1592	9.39	- 1721	-10.15	- 3589	- 21.16	- 5181	-27.92
48. OTTAWA	26622	25211	18831	14103	-1411	- 5.30	- 7791	-29.27	-12519	- 47.03	-11108	-44.06
49. METRO TORONTO	131293	140355	123440	103492	9062	6.90	- 7853	- 5.98	-27801	-21.17	-36863	-26.26
50. WINDSOR	13563	12910	11033	9300	- 653	- 4.81	- 2530	-18.65	- 4263	- 31.43	- 3610	-27.96

[1] Excluding Ottawa

[2] Excluding Windsor

[3] Excluding London

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.13

CHANGE IN PUBLIC ELEMENTARY SCHOOL ENROLMENT BY BOARD FOR NORTHERN ONTARIO, 1971-76

NAME OF BOARD	ENROLMENT 1971	ENROLMENT 1976	CHANGE IN NUMBER	CHANGE IN PERCENT
MIDNORTHERN				
ASQUITH - GARVEY DISTRICT AREA	40	16	- 24	-60.00
CENTRAL ALGOMA	1,768	1,712	- 56	- 3.17
CHAPLEAU	491	371	-120	-24.44
ESPANOLA	1,361	1,319	- 42	- 3.09
FALCONBRIDGE C.F.B.	151	121	- 30	-19.87
FOLEYET DISTRICT AREA	64	36	- 28	-43.75
FRANZ DISTRICT AREA	-	11	-	-
GOGAMA DISTRICT AREA	35	28	- 7	-20.00
HORNEPAYNE	289	239	- 50	-17.30
MANITOULIN	1,424	1,212	-212	-14.89
MICHIPICOTEN	689	589	-100	-14.51
MILL-FOREST DISTRICT	45	27	- 18	-40.00
MISSARENDA DISTRICT AREA	52	41	- 11	-21.15
NORTH SHORE	2,014	1,874	-140	- 6.95
OBA DISTRICT AREA	16	16	0	0.0
SAULT STE. MARIE	10,810	9,116	-1,694	-15.67
SUDBURY	16,227	12,773	-3,454	-21.29
NORTHEASTERN				
AIRY DISTRICT AREA	71	57	- 14	-19.72
BICKNELL DISTRICT AREA	13	12	- 1	- 7.69
CANFIELD DISTRICT AREA	41	30	- 11	-26.83
COCHRANE - IROQUOIS FALLS	1,967	1,741	-226	-11.49
EAST PARRY SOUND	3,244	3,015	-229	- 7.06
HEARST	389	390	1	0.26
KAPUSKASING	911	806	-105	-11.53
KIRKLAND LAKE	2,261	1,729	-532	-23.53
LOWTHER C.F.B.				
MOOSE FACTORY ISLAND	484	409	- 75	-15.50
MOOSONEE DISTRICT AREA	168	186	18	10.71
MURCHISON & LYELL DISTRICT AREA	49	49	0	0.0
MUSKOKA	5,415	5,121	-294	- 5.43
NIPISSING	6,793	6,038	-755	-11.11
NORTH BAY C.F.B.	281	212	- 69	-24.56
PINARD NO. 1 (HYDRO)	94	83	- 11	-11.70
SABINE DISTRICT AREA				
SMOKY FALLS DISTRICT AREA	10	6	- 4	-40.00
TIMISKAMING	3,528	2,962	-566	-16.04
TIMMINS	3,409	3,208	-201	- 5.90
WEST PARRY SOUND	2,976	2,535	-441	-14.82
NORTHWESTERN				
ALLANWATER DISTRICT AREA	27	11	- 16	-59.26
ARMSTRONG DISTRICT AREA	149	93	- 56	-37.58
ATIKOKAN	1,129	913	-216	-19.13
AUDEN DISTRICT AREA	36	23	- 13	-36.11
CARAMAT DISTRICT AREA	105	77	- 28	-26.67
CONNELL & PONSFORD DIST.AREA	78	198	120	153.85
DENT DISTRICT AREA	21	73	52	247.62
DRYDEN	3,783	3,508	-275	- 7.27
FERLAND DISTRICT AREA	30	22	- 8	-26.67
FORT FRANCES - RAINY RIVER	2,891	2,425	-466	-16.12
GERALDTON	715	566	-149	-20.84
KASHABOWIE DISTRICT AREA	28	24	- 4	-14.29
KENORA	2,726	2,089	-637	-23.37
MINE CENTRE DISTRICT AREA	12	111	99	825.00
RED LAKE	1,297	1,153	-144	-11.10
UMPREVILLE DISTRICT AREA	16	15	- 1	- 6.25
KILKENNY DISTRICT AREA	83	78	- 5	- 6.02
LAKE SUPERIOR	1,371	1,301	- 70	- 5.11
LAKEHEAD	14,941	13,157	-1,784	-11.94
NANIKA DISTRICT AREA	104	92	- 12	-11.54
NIPIGON - RED ROCK	763	635	-128	-16.78
SAVANT LAKE DISTRICT AREA	49	60	11	22.45
UPSALA DISTRICT AREA	55	60	5	9.09
WHITE OTTER DISTRICT AREA	-	32	-	-

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.14

CHANGE IN ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT

FOR NORTHERN ONTARIO, 1971-76

NAME OF BOARD	ENROLMENT 1971	ENROLMENT 1976	CHANGE IN NUMBER	CHANGE IN PERCENT
MIDNORTHERN				
CHAPLEAU PANET AND CAVERLEY	479	404	- 75	-15.66
DUBREUILVILLE	-	258	-	-
FOLEYET	125	75	- 50	-40.00
GOGAMA	148	160	12	8.11
HORNEPAYNE	-	120	-	-
MICHIPICOTEN DISTRICT	816	679	-137	-16.79
NORTH SHORE DIST.	3,965	3,180	-785	-19.80
SAULT STE. MARIE	8,005	7,301	-704	- 8.79
SUDBURY DISTRICT	24,961	23,831	-1,130	- 4.53
SULTAN	-	54	-	-
NORTHEASTERN				
COCHRANE IROQUOIS FALLS DISTRICT	2,588	1,995	-593	-22.91
HEARST DIST.	1,801	1,570	-231	-12.83
KAPUSKASING DIST.	4,054	3,088	-966	-23.83
KIRKLAND LAKE DIST.	1,958	1,634	-324	-16.55
MOOSONEE	180	189	9	5.00
NIPISSING DIST.	10,671	9,133	-1,538	-14.41
TIMISKAMING DIST.	2,384	1,983	-401	-16.82
TIMMINS DISTRICT	5,513	5,268	-245	- 4.44
NORTHWESTERN				
ATIKOKAN NO. 1	390	366	- 24	- 6.15
DRYDEN DIST.	524	434	- 90	-17.18
KENORA DIST.	1,205	1,256	51	4.23
RED LAKE NO. 1	128	95	- 33	-25.78
FORT FRANCES - RAINY RIVER DIST.	812	659	-153	-18.84
GERALDTON DIST.	860	854	- 6	- 0.70
LAKEHEAD DIST.	6,723	7,023	300	- 4.46
NORTH OF SUPERIOR DIST.	-	1,264	-	-

Source: Annual Reports of the Minister of Education of Ontario

TABLE 3.15

CHANGE IN SECONDARY SCHOOL ENROLMENT BY BOARD

FOR NORTHERN ONTARIO, 1971-76

NAME OF BOARD	ENROLMENT 1971	ENROLMENT 1976	CHANGE IN NUMBER	CHANGE IN PERCENT
MIDNORTHERN				
CENTRAL ALGOMA	435	749	314	72.18
CHAPLEAU	412	364	- 48	-11.65
ESPANOLA	1,125	1,150	25	2.22
HORNEPAYNE	80	89	9	11.25
MANITOULIN	924	931	7	0.76
MICHIPICOTEN	580	580	0	0.00
NORTH SHORE	1,669	1,731	62	3.71
SAULT STE. MARIE	6,926	6,968	42	0.61
SUDBURY	14,729	15,040	311	2.11
NORTHEASTERN				
COCHRANE - IROQUOIS FALLS	1,829	1,800	- 29	- 1.59
HEARST	806	813	7	0.87
JAMES BAY - LOWLANDS S.S.B.	-	156	-	-
KAPUSKASING	2,144	2,271	127	5.92
KIRKLAND LAKE	1,861	1,707	-154	- 8.28
MUSKOKA	2,536	2,835	299	11.79
NIPISSING	7,282	7,467	185	2.54
EAST PARRY SOUND	1,257	1,351	94	7.48
WEST PARRY SOUND	1,358	1,367	9	0.66
TIMMINS	3,855	3,773	- 82	- 2.13
TIMISKAMING	2,610	2,578	- 32	- 1.23
NORTHWESTERN				
ATIKOKAN	663	603	- 60	- 9.05
DRYDEN	1,597	1,866	269	16.84
FORT FRANCES - RAINY RIVER	1,728	1,661	- 67	- 3.88
GERALDTON	666	711	45	6.76
KENORA	1,742	1,675	- 67	- 3.85
LAKE SUPERIOR	954	968	14	1.47
LAKEHEAD	9,815	9,603	-212	- 2.16
NIPIGON - RED ROCK	539	470	- 69	-12.80

Source: Annual Reports of the Minister of Education of Ontario

school (within walking distance) that any change is upsetting when an accepted community-school-centre is threatened.

The uneven sharing of the burden, (some areas booming, some shrinking and some hardly noticing the pinch) has probably aroused more discomfort, anger and distrust than anything else, despite the efforts of the Ministry of Education to alleviate the distress. It is only human to display resentment at what seems at first to be an injustice: "Why me, and not you?" has been the cry heard under such circumstances from times immemorial. These attitudes won't change. But perhaps the more detailed tables and charts in the appendix and in the Statistical Appendix, to be issued separately, will help make it clearer that these things happened because of the circumstances. No one, not even the provincial or federal government has been picking on particular areas in these cases and treating them unfairly.

In some cases, such as in Etobicoke, the explanation is simply that the former children grew up and moved out, and many families with young children moved out to adjoining suburbs, leaving the Etobicoke system "holding the bag" of empty classrooms, vacant schools and surplus or redundant teachers. Prime examples of such problem centres are the City of Toronto, which according to the 1971 and the 1976 census results lost not only children but dropped in total population from 712,786 to 633,318, and Windsor, which dropped from 203,300 population to 196,526, adults as well as children. Double blows such as those really hurt, and practically all of the big cities in Canada are suffering in the same way.

The Present and the Future

But the past we know, and have survived; it is the future which is unknown and which, not knowing what it may bring, we may fear. Let us see now what the next decade probably holds in store for us in the enrolment arena.

First, however, let us look at the whole period of decline from 1971 to 1986, by counties and districts, in Tables 3.10 to 3.12 and the maps of Charts 3.8 to 3.10, for public elementary schools, Roman Catholic separate schools and secondary schools, and at the provincial level only, for the Franco-Ontarian schools in Tables 3.16 and 3.17 and line graphs in Chart 3.11.

There is no disguising the fact that some areas of the province, such as northern Ontario, northeastern Ontario and southwestern Ontario, will continue to be hit hard at the elementary and secondary levels, while parts of central Ontario will continue to expand. Generally speaking, too, the enrolment in the French elementary school will decline, but for the most part continue to grow in the secondary schools (partly, I suppose, because many of them have begun operation but recently).

Zeroing in on the next decade, 1976 to 1986, although only nine years of it are left to go, we can see from the bar graphs for public schools, separate schools and secondary schools (Charts 3.12 to 3.14), that for the elementary schools in general the decline will continue, but severely in only relatively few of the regions. A word of explanation about those bar graphs: the counties and districts are listed in alphabetical order, with the large cities at the bottom of the list, and the percentage decline or growth is indicated not only by colour (red for decline, blue for growth) but by position of the bar at the left or right, respectively, of the centre line of stability (i.e., no change). The tables can, of course, be read as indicated, for numbers and for percentages. The maps used colours to indicate both kind (plus or minus) and position (geographically) of the change.

Fortunately most secondary schools have still a year or two left before the decline becomes severe, and can prepare properly to cushion

Chart 3.8

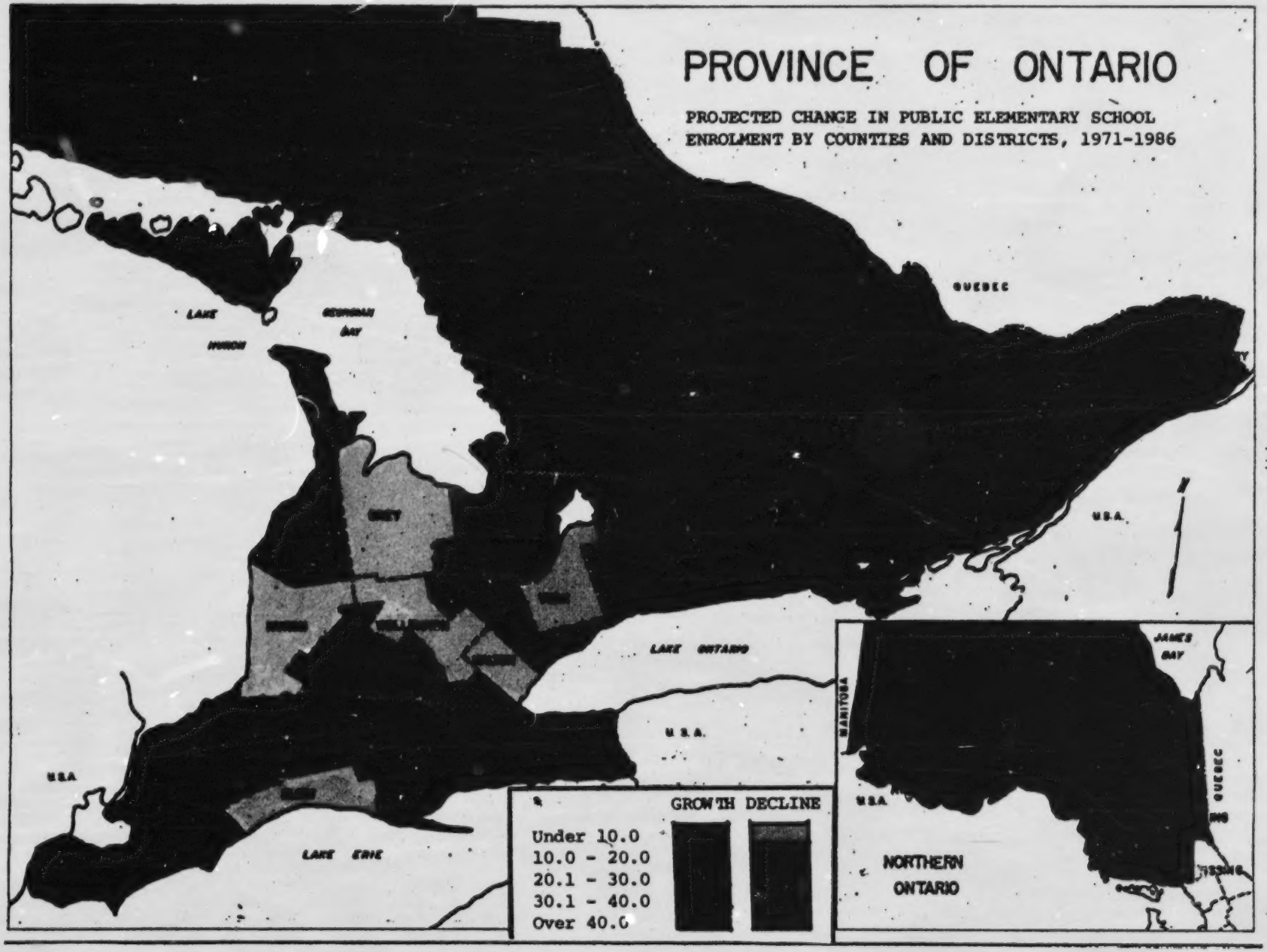

PROVINCE OF ONTARIO
PROJECTED CHANGE IN PUBLIC ELEMENTARY SCHOOL ENROLMENT BY COUNTIES AND DISTRICTS, 1971-1986
QUEBEC
LAKE HURON
GEORGIAN BAY
LAKE ONTARIO
U.S.A.
LAKE ERIE
MANITOBA
JAMES BAY
NORTHERN ONTARIO
GROWTH DECLINE
Under 10.0
10.0 - 20.0
20.1 - 30.0
30.1 - 40.0
Over 40.0

CHART 3.9

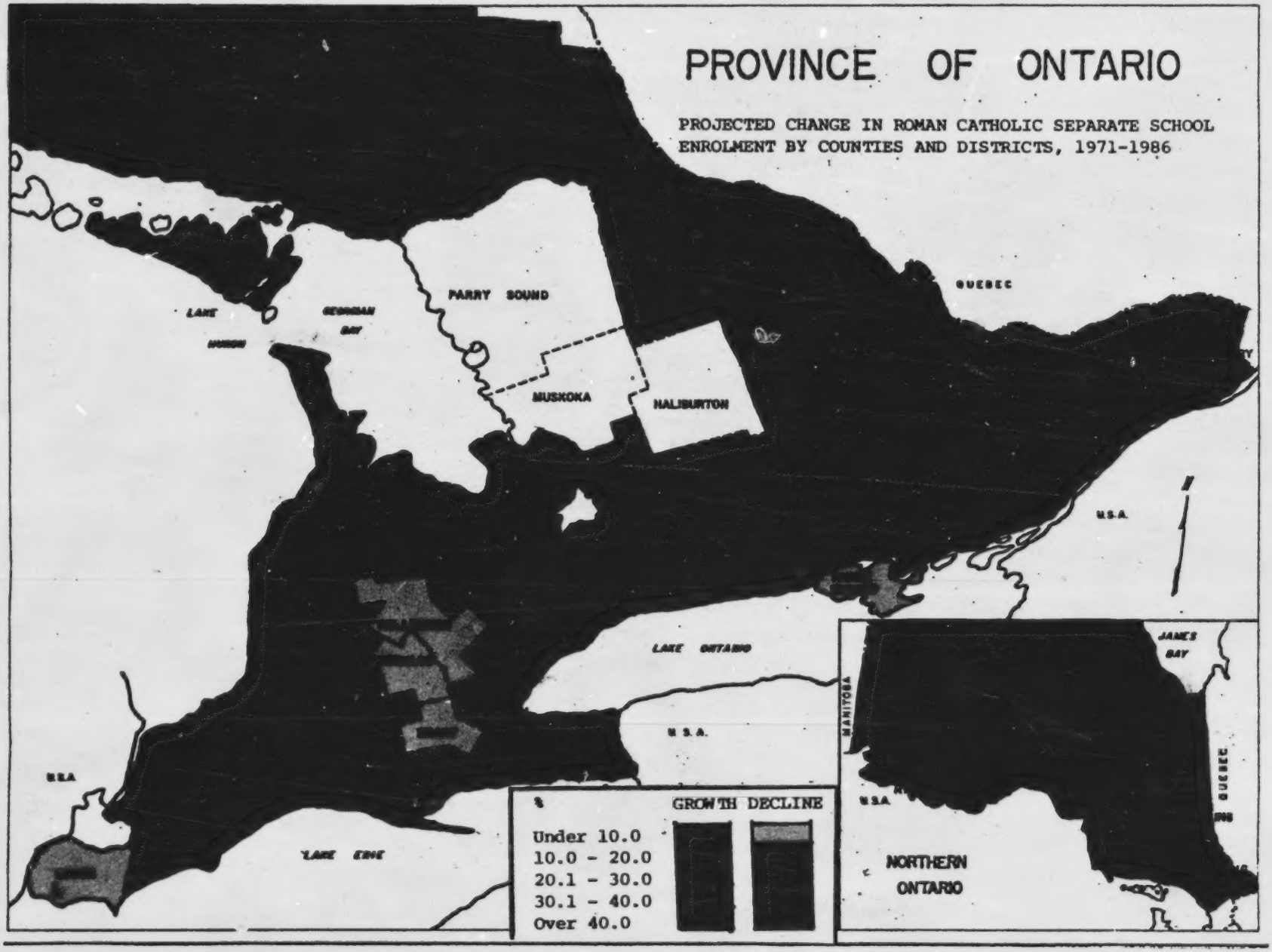

PROVINCE OF ONTARIO
PROJECTED CHANGE IN ROMAN CATHOLIC SEPARATE SCHOOL ENROLMENT BY COUNTIES AND DISTRICTS, 1971-1986
PARRY SOUND
MUSKOKA
HALIBURTON
QUEBEC
U.S.A.
LAKE ONTARIO
LAKE ERIE
JAMES BAY
MANITOBA
NORTHERN ONTARIO
%
GROWTH
DECLINE
Under 10.0
10.0 - 20.0
20.1 - 30.0
30.1 - 40.0
Over 40.0

CHART 3.10

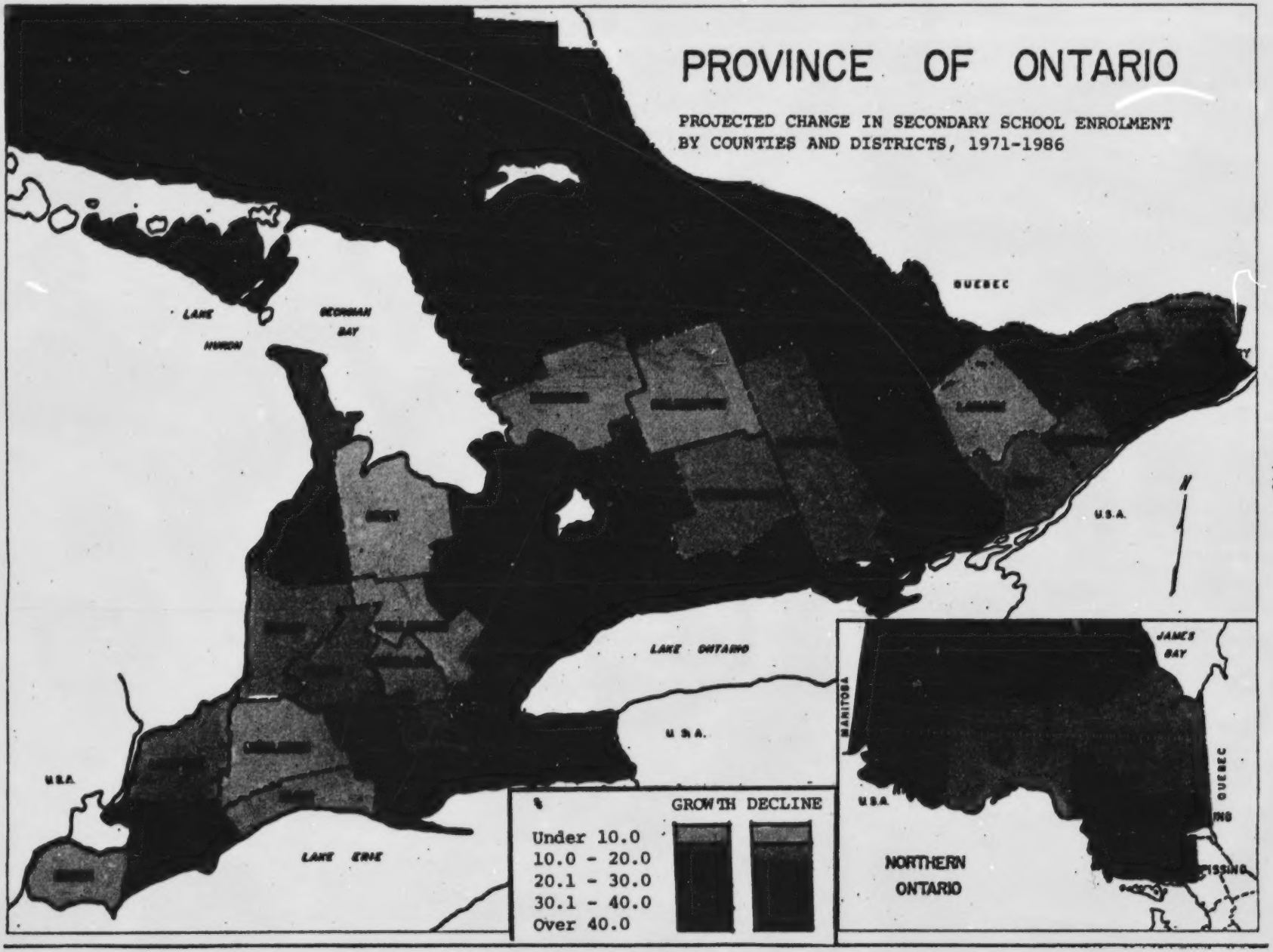

PROVINCE OF ONTARIO
PROJECTED CHANGE IN SECONDARY SCHOOL ENROLMENT
BY COUNTIES AND DISTRICTS, 1971-1986
LAKE HURON
GEORGIAN BAY
QUEBEC
U.S.A.
LAKE ONTARIO
U.S.A.
U.S.A.
LAKE ERIE
JAMES BAY
MANITOBA
U.S.A.
QUEBEC
NORTHERN ONTARIO
%
GROWTH DECLINE
Under 10.0
10.0 - 20.0
20.1 - 30.0
30.1 - 40.0
Over 40.0

TABLE 3.16

PROJECTED TOTAL ENROLMENT IN FRENCH LANGUAGE ELEMENTARY SCHOOLS IN ONTARIO 1978 TO 1986

ACADEMIC YEAR BEGINNING	K.G. (Jr. & Sr.)	GR. I	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8	GR. 9	GR. 10	SPECIAL EDUCATION	TOTAL
1978	11263	7379	7174	6914	6766	6642	6709	7099	7976	414	286	1675	70297
1979	11299	7179	7040	7065	6834	6728	6578	6621	6813	387	298	1621	68463
1980	11438	6954	6849	6933	6982	6796	6663	6492	6354	330	279	1876	67946
1981	11161	7039	6634	6745	6852	6943	6731	6577	6230	306	238	1595	67051
1982	11147	6869	6715	6533	6666	6813	6876	6644	6311	301	220	1513	66608
1983	11247	6860	6553	6613	6457	6628	6748	6788	6376	304	217	1564	66355
1984	11393	6922	6545	6453	6535	6420	6565	6662	6513	306	219	1551	66084
1985	11520	7011	6604	6445	6377	6498	6359	6482	6392	312	220	1538	65758
1986	11520	7089	6689	6503	6369	6341	6436	6279	6220	305	225	1531	65507

Source: CODE.

TABLE 3.17

PROJECTED ENROLMENT IN FRENCH LANGUAGE SECONDARY SCHOOLS IN ONTARIO 1978 TO 1986

YEAR	GRADE 9	GRADE 10	GRADE 11	GRADE 12	GRADE 13	TOTAL
1978	8278	7552	6650	5687	1917	30,084
1979	7742	7616	6419	5520	1848	29,145
1980	6613	7123	6474	5328	1794	27,332
1981	6167	6084	6055	5373	1732	25,411
1982	6047	5674	5171	5026	1746	23,664
1983	6125	5563	4823	4292	1633	22,436
1984	6189	5635	4729	4003	1395	21,951
1985	6322	5694	4790	3925	1301	22,032
1986	6204	5816	4840	3976	1276	22,112

Source: CODE.

CHART 3.11

ACTUAL AND PROJECTED ENROLMENT IN FRENCH LANGUAGE SCHOOLS IN ONTARIO

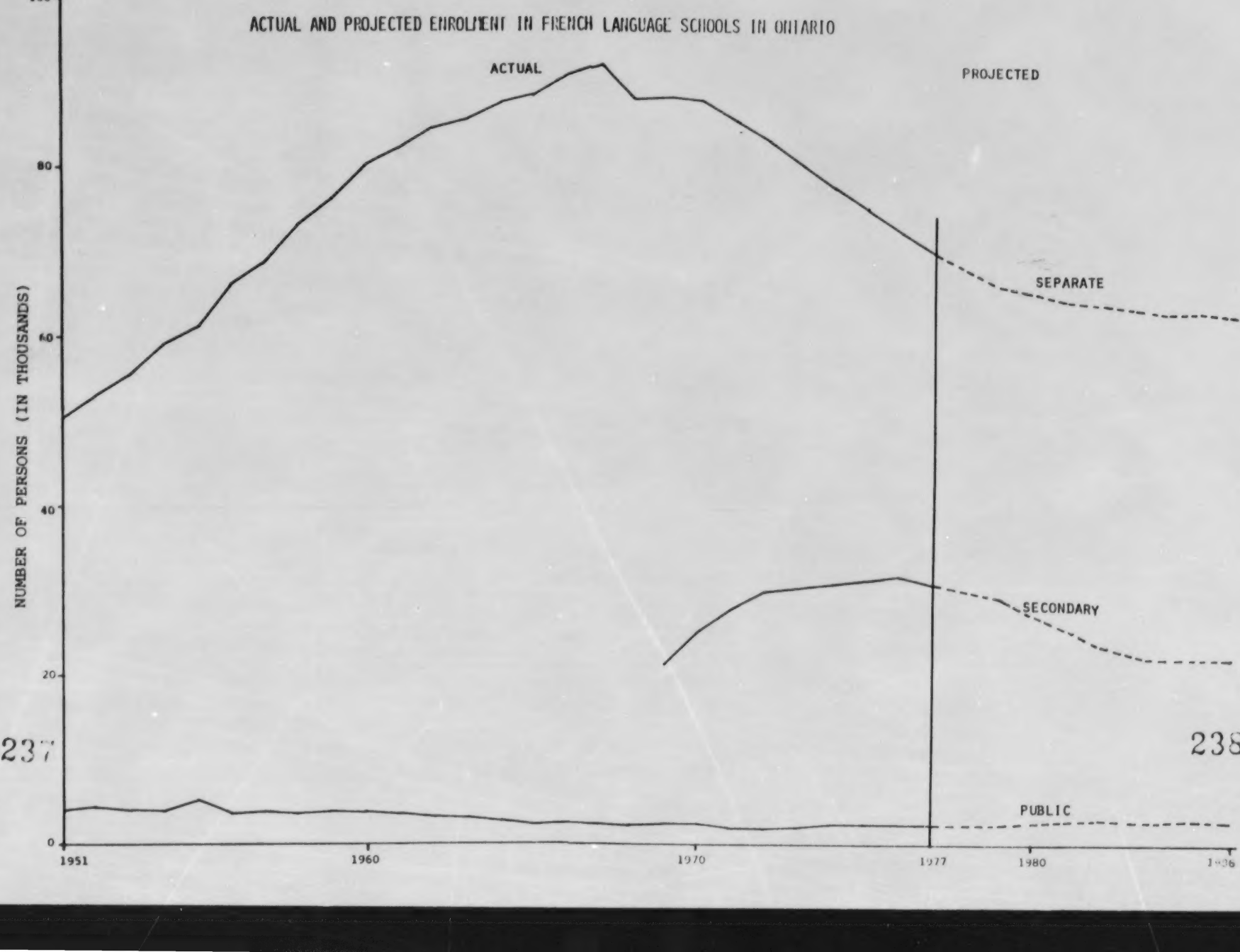


CHART 3.12

ONTARIO: PUBLIC SCHOOL ENROLMENT, 1976-1986
THE DECADE OF PROJECTED DECLINE

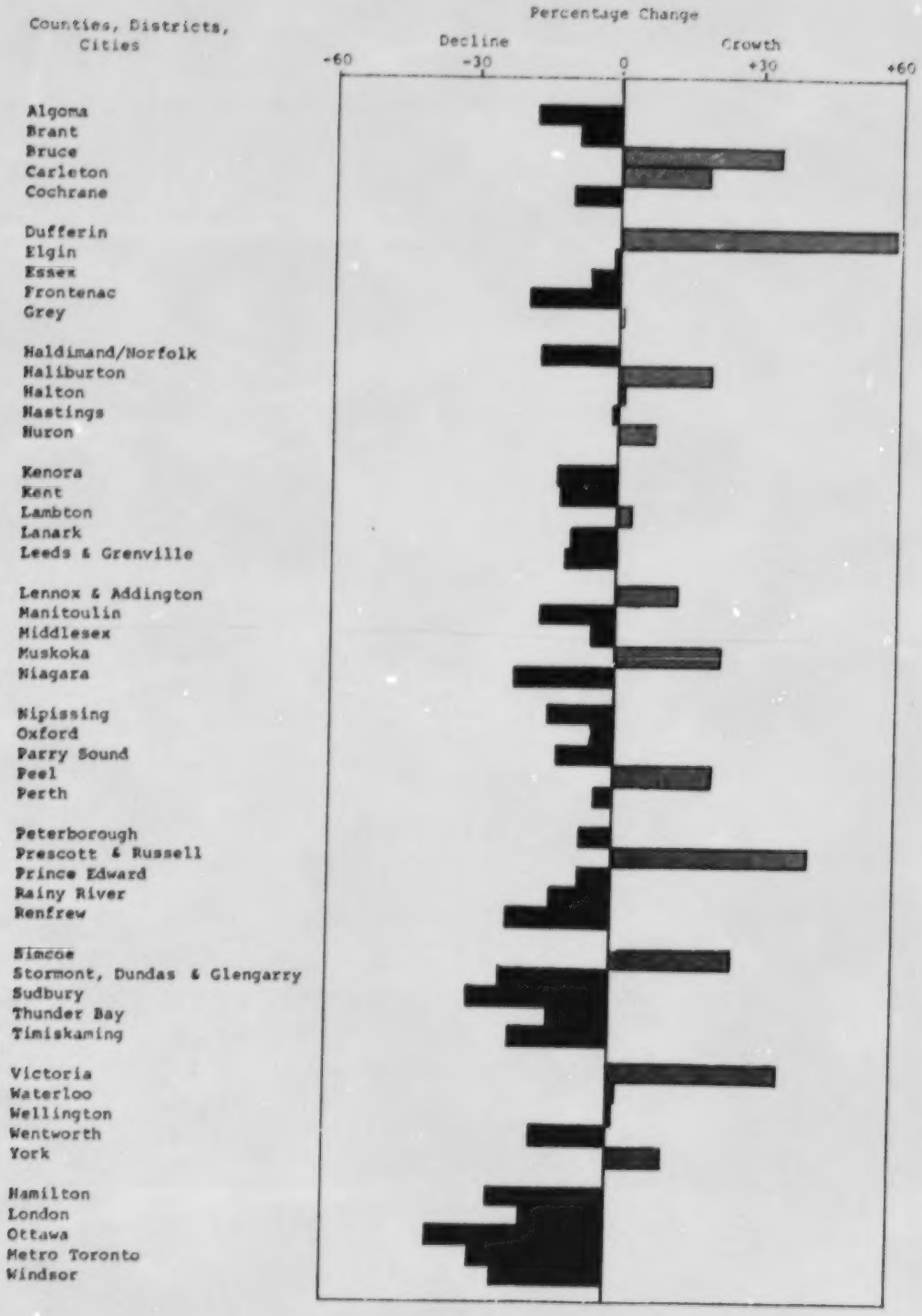


CHART 3.13

ONTARIO: ROMAN CATHOLIC SEPARATE ENROLMENT, 1976-1986
THE DECADE OF PROJECTED DECLINE

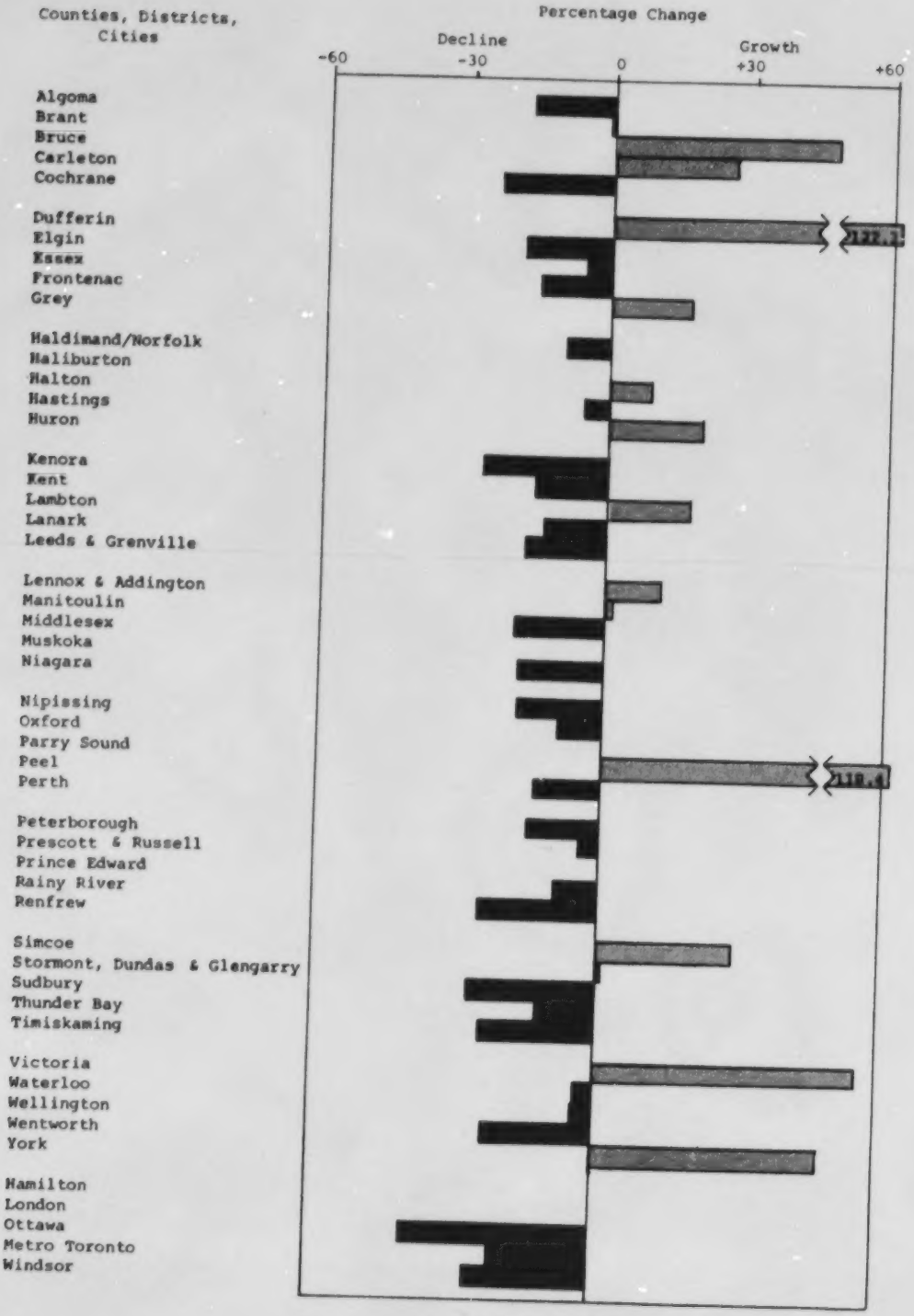
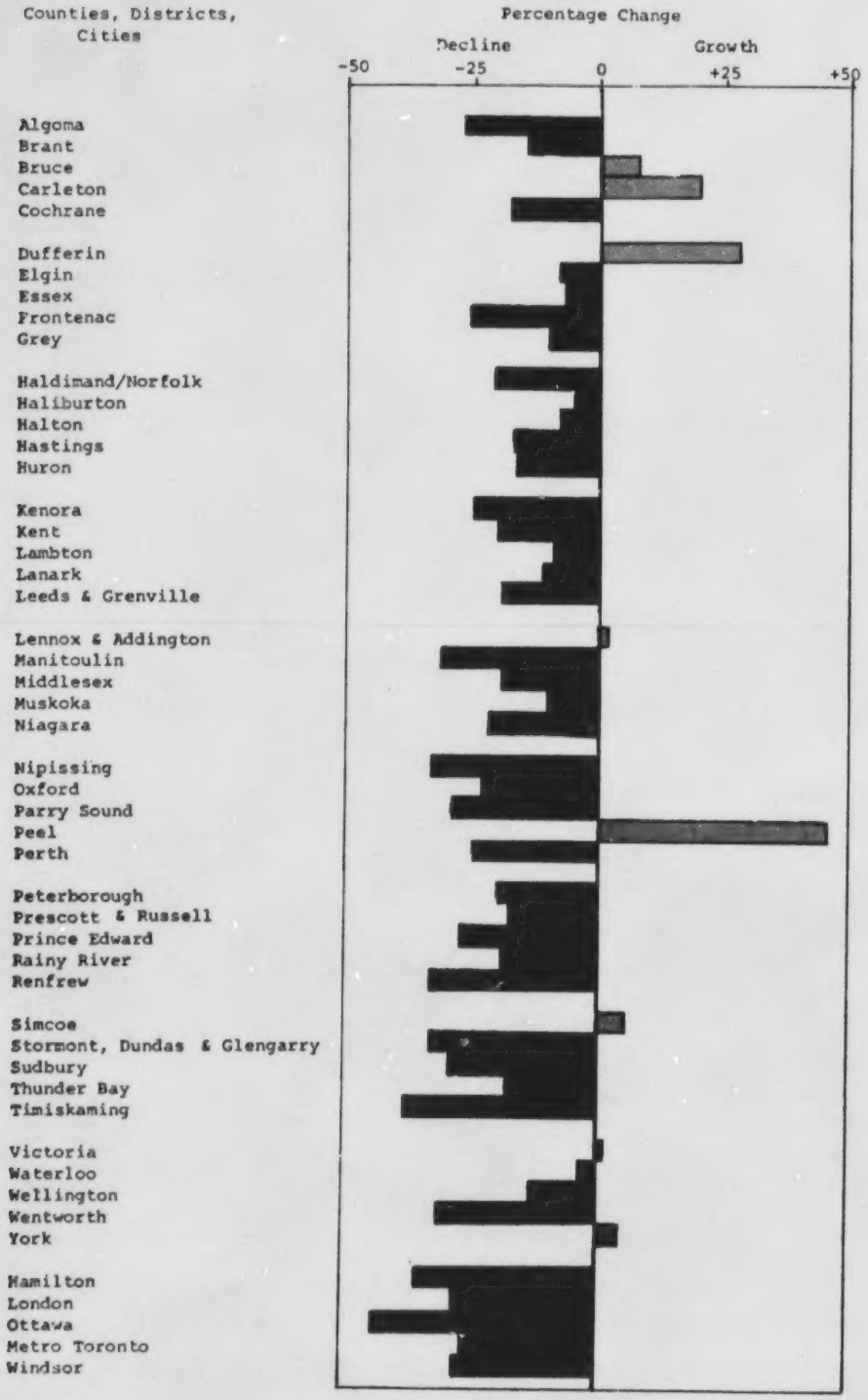


CHART 3.14

ONTARIO: SECONDARY SCHOOL ENROLMENT, 1976-1986
THE DECADE OF PROJFCTED DECLINE



the worst of the impact by capitalizing upon the experience gained and lessons learned in the elementary school panel.

While the next eight years will be very rough ones for our secondary schools, at least we know that the worst of the decline will by then have passed. A period of relative stability and steady but not severe declines (except in a few areas where exceptional circumstances exist, as in Sudbury) should continue until the late 1990's or even beyond 2001. More will be known and reported about the long-term future when we secure the special age distributions from Statistics Canada and the final reports being prepared for us by the TEIGA research group.

As a summary, we show in Table 3.18 the enrolment in public schools, separate schools, total elementary schools and secondary schools from 1967 to 1986.

Note in the first column, that steadily increasing total population. Observe then that public school enrolment peaked at 1,047,055 in 1970, but will drop to 830,425 by 1986, a decline of over 216,000 pupils or 20.7% for the province as a whole. (In using these provincial totals, however, one must remember that some areas gained and others lost very heavily.) For the Roman Catholic separate schools the peak in enrolment came as late as 1975, at 427,853 pupils, and is anticipated to drop to only 390,267 by 1986, a decline of 37,586 pupils or 8.8%.*

Accordingly, for elementary schools as a whole, the peak enrolment year was 1970 with 1,465,448 pupils, with an anticipated decline to 1,220,692 in 1986, a drop totalling 244,756 pupils or 16.7%. For the secondary schools, the peak year should be 1977 at 615,232 students, and the decline should reach 502,728 by 1986, a loss of 112,504 students or 18.3%

In some areas, such as Etobicoke, North York, Toronto and Ottawa, it is anticipated by the school authorities that the losses may reach as high as 50% in both public elementary and secondary schools.

---

*Not all the factors causing the difference between public and separate schools are known. The slower decline in separate schools may have resulted from services being expanded to include more Catholic children, especially junior and senior kindergartens and in grade 9 and 10. The acceptance of family planning came later.

TABLE 3.18

TWENTY YEARS OF POPULATION AND SCHOOL ENROLMENT GROWTH
ONTARIO: 1967 TO 1986

	YEAR	TOTAL POPULATION	SCHOOL ENROLMENT				
			ELEMENTARY SCHOOL			TOTAL SECONDARY SCHOOL	GRAND TOTAL
			PUBLIC	SEPARATE	TOTAL		
ACTUAL	1967	7,127,000	1,002,555	402,497	1,405,052	463,736	1,868,788
	1968	7,262,000	1,021,676	408,914	1,430,590	500,807	1,931,397
	1969	7,385,000	1,042,561	413,556	1,456,117	530,679	1,986,796
	1970	7,551,000	1,047,055	418,433	1,465,448	556,913	2,022,401
	1971	7,703,000	1,034,703	422,137	1,456,840	574,520	2,031,360
	1972	7,834,000	1,022,935	422,166	1,445,101	583,013	2,028,144
	1973	7,939,000	998,668	424,217	1,422,885	585,725	2,008,610
	1974	8,094,000	977,545	427,294	1,404,839	589,650	1,994,489
	1975	8,226,000	961,625	427,853	1,389,478	605,160	1,994,638
	1976	8,264,000	937,292	422,793	1,360,085	613,055	1,973,140
PROJECTED	1977	8,409,000	912,210	416,740	1,328,950	615,232	1,944,182
	1978	8,529,000	886,305	409,899	1,296,204	613,928	1,910,132
	1979	8,653,000	869,342	404,663	1,274,005	601,903	1,875,908
	1980	8,778,000	858,990	400,777	1,259,767	579,416	1,839,183
	1981	8,904,000	852,560	397,657	1,250,217	552,799	1,803,016
	1982	9,032,000	847,346	396,193	1,243,539	527,629	1,771,168
	1983	9,161,000	841,508	394,653	1,236,161	511,302	1,747,463
	1984	9,291,000	834,912	392,812	1,227,724	506,553	1,734,277
	1985	9,421,000	830,897	391,219	1,222,116	505,811	1,727,927
	1986	9,549,000	830,425	390,267	1,220,692	502,728	1,723,420

Structural changes may be made to accommodate the shift, such as closing out all senior public schools and junior high schools, for instance. Indeed, one separate school board in Eastern Ontario has already removed the special senior school of grades 7 and 8 and moved the pupils back to the other schools in order to preserve community schools. A proposal for the City of Toronto, being discussed by the Director, Duncan Green, would attempt to free the program entirely from the structural arrangements of the system, and thus achieve a very high degree of flexibility, probably sufficient to solve satisfactorily many of the pressing problems which at the moment face that system.

I freely and frankly admit, and gladly, that I am already greatly impressed by the calm and confident manner in which most of our boards and their staff are facing up to their problems, and by the extraordinary degree of ingenuity they exhibit in devising plans suitable for almost any conceivable set of exceptional circumstances. There is no evidence whatsoever to indicate that the boards and their officials are trying to evade the issues or hesitate to place the full facts before their ratepayers. When the crunch comes, as from time to time it must, they stand up to be counted without flinching.

As a final example, I have given in Table 3.19 the enrolment picture for the Vancouver School Board, forwarded to me some time ago by the responsible officials there who prepared the projections for the board. Despite the fact that they face a slash of more than 55%, plans are being developed in advance, calmly and methodically, to cope with each and every situation as it arises so that no real crisis condition will ever develop. I cite this case and this approach because it fits in so well with what is being done here in Ontario. We can't avoid the "crunch", but we can foresee the problems and prepare adequate solutions. We will probably gain immeasurably through the process of tackling and solving these together, and emerge stronger even if a little leaner at the end of the trials.

One thing is clear, and from this we can take pride: educators at all levels, from the seasoned trustee to the eager beginning teacher,

TABLE 3.19

VANCOUVER SCHOOL BOARD ACTUAL & PROJECTED ENROLMENT

	School Year Beginning	Enrolment (Excluding Special Education)					
		Elementary Kindergarten and Grades 1-7		Secondary Grades 1-12		Total	
		Enrolment	Index	Enrolment	Index	Enrolment	Index
ACTUAL	1966	45,114	1000	24,901	896	70,015	988
	1971	43,084	955	27,779	1000	70,863	1000
	1976	34,402	763	27,122	976	61,524	868
PROJECTED	1980	29,228	648	22,081	795	51,309	724
	1985	25,128	557	18,480	665	43,608	615
	1990	22,635	502	15,147	545	37,782	533
	2000	19,270	427	12,253	441	31,523	445

are determined to preserve the quality of our educational programs. We, the adults, may suffer a bit: the children shall not.

Questions and Issues

1. The crucial question at this stage is that probable trend in fertility rates: to continue downwards? to level off? or to rise again? Possibly periodic surveys of expected family size, on a sample basis as part of an opinion poll, should be conducted by TEIGA or Statistics Canada, or jointly.

2. As enrolment of regular pupils declines:

   (a) Will the provincial government expect to provide smaller amounts of assistance through general legislative grants?

   (b) Can the local ratepayer expect his school taxes to decrease proportionately, i.e., that unit costs will not increase and total school expenditures will decrease in proportion to the decline in enrolment?

3. Will our policy be to extend services to the regular students, through smaller classes, more options and special programs?

4. Will our policy be to extend services to other groups, and hence maintain or increase total enrolment? Can we expect services for

   a) nursery classes for 2-3 year olds?
   b) day-care for six-month to two-year olds?
   c) adults in the labour force?
   d) adults for recreational or cultural purposes?
   e) senior citizens for recreation and interest?

5. Should school programs be expanded, for all groups, to cover recreation, hobbies, special interests, motor skills, etc.?

6. Should education services be provided outside the school, for

   a) drop-in centres?
   b) work-study programs?
   c) education in business and industry?

7. If school programs must be reduced because of declining enrolments, what should be cut and why?

8. Is there a basic or minimum program which must be provided even in small schools, regardless of cost?

Chapter 4

Declining Enrolments and the School Curriculum

I.

INTRODUCTION

An expanding school population coupled with an expanding economy over the years has given rise to a highly diversified and, in the secondary school, a highly specialized set of curriculum options. The one-room school is virtually a thing of the past, now that we have multiple rooms for single grades in the elementary school and multiple versions of a single course at the secondary school. Complexity and diversity are one of the marks of the curriculum of our schools.

This feature has led to the Commission's central concern for the effects of declining enrolments on the curriculum. The effects of declining enrolments on school buildings, on finance, on teachers, on the tax base and so forth will all have effects on the curriculum, and thus on the education of our children. We need to be sure as we plan the future and realistically take into account declining school population and declining resources that the curriculum concerns of students and the education aims of our society are not overlooked, not an easy task in today's circumstances.

II.

THE HISTORY OF ONTARIO CURRICULUM

The echoes of a shift away from an optimistic growth-oriented society are heard in concerns for unemployment, rights, and protection of workers, social welfare and, in education, in calls for returns to the basics amid an inordinately political climate of debate on schooling.[9] This critical climate, combined with the pressures of declining enrolments and reduced resources, would make it easy to propose plans which sharply limit curriculum flexibility and diversity. The Commission believes, however, that it is possible to interpret our current situation only by an examination of our past. Then, from the history, we can see what it is we have gained and lost over the years, and we can gain a better understanding of what our next step should be.

CURRICULUM, VALUES AND A POPULAR PHILOSOPHY OF SCHOOLING

The curricula of our schools have a curious quality in that they do not spring from a science of schooling, but rather from public, professional bureaucratic and school-system deliberation over what ought to be taught to children. This process of developing curricula is essentially political and represents the ebb and flow of value, the testing and counter-testing of opinion. This deliberative process of values clarification which results in the curriculum is consistent with the nature of curriculum questions which, at bottom, are questions of value. What knowledge is of most worth? What shall we teach? How shall it be taught? What are the basics? What emphasis should be placed on the basics? How much trust should be placed in the teacher? Who shall develop the curricula? These questions are not solved scientifically or technologically, although both those methods may be used to reach value decisions. Thus, the science of education may study the nature of inquiry teaching, but it is another matter to determine whether or not one should teach by inquiry. Technologies may be designed for, say, the writing of curriculum materials, the design of professional development workshops or the functioning of a school, but the problems of what curriculum materials

---

[9] Williams, Thomas R., "Leaders or Lemmings?" Education Canada, Vol. 16, Summer 1976, 28-35.

should be used, the content of a professional development workshop or the need for the school are all questions of belief and value.

Science and technology, of course, are not easily separated from our beliefs about education. They interact with and modify them. If, for example, there is solid research on inquiry learning and if there is a well-designed instructional technology for teaching it that can be shown to be of value, then we will tend to shift our teaching toward that purpose. Ends and means are not, in short, sharply separated in the curriculum. Still it is the ends that ultimately govern our views of schools. Our image of the educated man and our image and desires for society pull us forward. The call for the basics is an example. In its simplest form this is a plea for knowledge and skills to be held in common by all members of society. Science will not settle the matter of whether this is good, bad or indifferent for society. It is a question of value. The rights of teachers and parents, the authority of the school and the degree of centralization or decentralization in our governance and control of education are all equally questions of value.

Our curriculum history is, then, the history of what we value, and of how effectively our values have been realized in school practices. Roughly speaking, the history of curriculum is a history of our popular philosophy of schooling. To the extent that we are right in viewing curriculum and its history in this light, it also follows that the overriding issues at stake in the effects on curriculum of declining enrolment are philosophical. It is true that we can drop a subject here and a teacher there and still not tamper with the underlying value system. But large scale proposals for curriculum change along these lines will, inevitably, affect our curricular value system, our popular philosophy.

MAJOR HISTORICAL MOMENTS

There is no comprehensive curriculum history of the Province of Ontario available but such a study for 1937/75 has been commissioned and will be published later as an appendix. The very brief history that is presented below, however, has been drawn piecemeal from a variety of sources. Fleming's own

volumes, Ontario's Educative Society[10] and Education: Ontario's Preoccupation[11] were main resources. Others were a Ministry of Education memorandum,[12] two speeches by Kel Crossley,[13,14] former director of curriculum at the Ministry of Education, an article by Doris Ryan[15] on the credit system in Ontario which, in turn, drew heavily on a doctoral thesis by John Stapleton,[16] a memorandum prepared for the Task Force by Ken Prueter, and a paper prepared for the Task Force by Wilf Wees, entitled "Teacher Autonomy and Lifelong Learning." Numerous bits and pieces were collected from a variety of other sources, but the above mentioned constitute the main ones.

There have been many acts and events, people and curriculum proposals involved over the years, and the selection of the ones we have chosen to highlight will, undoubtedly, be questioned by some. There are those who will believe that important historical moments have been slighted or missed. Nevertheless, the ones chosen do permit us to draw a picture of a progressively evolving curriculum, which, though interrupted from time to time by cycles and events, nonetheless is one which is currently rooted in beliefs and values, in an overall philosophy, that goes back many years. The major moments in Ontario's curricular history as we see them are summarized in Table 4.1.

For brevity's sake we shall reduce our discussion of Ontario's evolving curriculum philosophy to three components: the place of schooling in the education of the child, the aims of education and curriculum development.

---

[10] Fleming, W.G., Ontario's Educative Society, 7 vols., (Toronto: University of Toronto Press, 1971).

[11] Fleming, W.G., Education: Ontario's Preoccupation, (Toronto: University of Toronto Press, 1972).

[12] Young, Don, "A Brief Summary of Curriculum Revision in the 1950's," (Toronto: Department of Education, mimeo, November 25, 1974).

[13] Crossley, J.K., "Curriculum Development in Ontario," speech to Northern Ontario Public School Principals' Association, October, 1971.

[14] Crossley, J.K., "Planning a Creative Curriculum," speech to London Education Officials' Conference, February, 1970.

[15] Ryan, Doris W., "Policy Making in Secondary School Curriculum: The Rise and Demise of the Individualized System," paper presented to Institute for Educational Leadership, (Toronto: Mimeo, October, 1977).

[16] Stapleton, John, "The Politics of Educational Innovations: A Case Study of the Credit System in Ontario," unpublished Ph.D. Thesis, Univ. of Toronto, 1974.

TABLE 4.1

MAJOR HISTORICAL
MOMENTS IN ONTARIO'S CURRICULAR HISTORY

DATES	THE MOMENT
1846-1876	THE RYERSON ERA
1871	ACT TO IMPROVE THE COMMON AND GRAMMAR SCHOOL[17]
1976-1930'S	CONTINUE CENTRALIZATION OF CURRICULUM CONTENT AND CONTROL
1937	PROGRAM OF STUDIES FOR GRADES 1-6 (LITTLE GREY BOOK);[18] GRADE SYSTEM INTRODUCED
CIRCA 1945	SCHOOL SYSTEM BEGINS TO EXPAND RAPIDLY
1949	MEMORANDUM RE: REVISION OF CURRICULA, ONTARIO DEPARTMENT OF EDUCATION (THE PORTER PLAN)[19]
1950	REPORT OF THE ROYAL COMMISSION ON EDUCATION IN ONTARIO (THE HOPE COMMISSION)[20]
1950	MEMORANDUM RE: PROMOTION FROM GRADE 8 AND ADMISSION TO GRADE 9 (CURRICULUM: 2)[21]
	MEMORANDUM RE: ESTABLISHMENT OF LOCAL COMMITTEES ON CURRICULUM (CURRICULUM: 3)[22]
1951	CURRICULUM 1:1, INTERMEDIATE DIVISION OUTLINES OF COURSES
1962	REORGANIZED PROGRAM OF STUDIES FOR ONTARIO SECONDARY SCHOOLS (THE ROBARTS PLAN)[23]
1963	DESIGN FOR LEARNING (N. FRYE, ED., JOINT COMMITTEE OF THE TORONTO BOARD OF EDUCATION AND THE UNIVERSITY OF TORONTO)[24]
1968	ONTARIO, PROVINCIAL COMMITTEE ON AIMS AND OBJECTIVES OF EDUCATION IN THE SCHOOLS OF ONTARIO, LIVING AND LEARNING (THE HALL-DENNIS REPORT)[25]
	LEGISLATION ESTABLISHES FRENCH LANGUAGE SECONDARY SCHOOLS IN ONTARIO.[25A]
1969	ADMINISTRATIVE REORGANIZATION OF SCHOOL BOARDS
	WILLIAM G. DAVIS, ADDRESS TO THE ONTARIO SECONDARY SCHOOL HEADMASTERS' COUNCIL (THE HS1 ADDRESS) (THE CREDIT SYSTEM)[26]
1966-1971	INTERIM REVISIONS OF P1J1 SERIES OF GUIDELINES (LITTLE GREY BOOK SUPERSEDED)
1970's	PERIOD OF RETRENCHMENT
1976	SEVEN SECONDARY SCHOOL CREDITS MADE MANDATORY[27]

[17] ONTARIO. LAWS, STATUTES, ETC., AN ACT TO IMPROVE THE COMMON AND GRAMMAR SCHOOLS OF THE PROVINCE OF ONTARIO, 1871. IN J.G. HODGINS, DOCUMENTARY HISTORY OF EDUCATION IN UPPER CANADA (TORONTO: L.K. CAMERON, 1908), PP. 213-223.

[18] ONTARIO DEPARTMENT OF EDUCATION, PROGRAM OF STUDIES FOR GRADES 1 TO 6 OF THE PUBLIC AND SEPARATE SCHOOLS, 1937.

[19] ONTARIO DEPARTMENT OF EDUCATION, REPORT OF THE MINISTER, 1949 (TORONTO: LEGISLATIVE ASSEMBLY OF ONTARIO SESSIONAL PAPER NO. 12, 1951), P. 9.

[20] REPORT OF THE ROYAL COMMISSION ON EDUCATION IN ONTARIO, 1950, J.A. HOPE, CHAIRMAN (TORONTO: KING'S PRINTER, 1950).

[21] YOUNG, DON, "SUMMARY OF CURRICULUM REVISION," P. 2.

[22] IBID., P. 3.

[23] RYAN, "POLICY MAKING IN CURRICULUM," P. 3.

[24] FRYE, NORTHROP, ED., DESIGN FOR LEARNING, REPORTS SUBMITTED TO THE JOINT COMMITTEE OF THE TORONTO BOARD OF EDUCATION AND THE UNIVERSITY OF TORONTO (TORONTO: UNIVERSITY OF TORONTO PRESS, 1962).

[25] ONTARIO, PROVINCIAL COMMITTEE ON AIMS AND OBJECTIVES OF EDUCATION IN THE SCHOOLS OF ONTARIO, LIVING AND LEARNING (TORONTO: NEWTON PUBLISHING, 1968).

[25A] ONTARIO. LAWS, STATUTES, ETC. AN ACT TO AMEND THE SECONDARY SCHOOLS AND BOARDS OF EDUCATION ACT, 1968. 17 ELIZ. 2, CH. 122, PT. 8. STATUTES OF THE PROVINCE OF ONTARIO, 1968.

[26] DAVIS, W.G., SPEECH ON THE CREDIT SYSTEM TO ONTARIO SECONDARY SCHOOL HEADMASTERS' COUNCIL, MARCH 17, 1969.

[27] LIND, LOREN, "FAMOUS AFTERNOON ON THE PIER LIMITS STUDENTS' CHOICES," THE GLOBE AND MAIL,, JULY 23, 1977, P. 50.

EDUCATION AND SCHOOLING

Since they occurred in a comparatively short time, it is instructive to reflect on the radical changes in our educational system in Canada. As Janzen remarked in the Quance Lectures:

> We do not have to look back more than a hundred and fifty years in Canada to find schools provided only by religious and charitable organizations, and by very few others who had the means and the will to support them. The purposes of the scanty education offered were determined by those who provided it. Today we have public schools in all parts of Canada. The people decide what they want and they tax themselves accordingly to support such institutions. Under public control, successive generations decide both the means and the ends of education. Thus a fundamental change has occurred in the control, administration, and character of education.[28]

It is quite legitimate, even highly desirable, that we continue to debate, criticize and in general improve the curriculum of the schools. Nevertheless, compared to the pioneer period of education in Canada up until the time of the Ryerson era, the criticisms seem to be something like an argument over whether or not to ice the cake. Basic education formerly was provided by the home or perhaps the church, and the schools that did exist were, for the most part, elitist in character. Their purpose was to train leaders who might be expected to enter the professions or to take leadership roles in government.

The Development of Equality of Opportunity

Through the early 1800's some gestures were made in the direction of equality of opportunity for all children. In 1807, An Act to Establish Public Schools in Each and Every District of this Province was passed.[29] In consequence of this Act there were, by the late 1830's, about forty or fifty secondary ("grammar") schools in Ontario. Of these, only 13 were public schools, the rest being private. They were all aimed at the development of leadership. During the first quarter of the nineteenth century some attempts were made to centralize the elementary "common" schools, but by 1833 these efforts had been disbanded. Schools of this period were staffed by

---

[28] Janzen, Henry, Curriculum Change in a Canadian Context (Toronto: Gage Educational Publications, 1970), p. 25. Italics added.

[29] Cited in Ontario Ministry of Education and Ministry of Colleges and Universities, Review of Educational Policies in Canada: Ontario Report, submission to the Organization for Economic Cooperation and Development, (1975), p. 3.

untrained teachers, "frequently retired soldiers or newcomers who were not qualified or trained for more lucrative pursuits."[30] There was also very little sense of the rights of all children to an education. In fact, as Janzen notes: "The greatest public support that was given to education during the early 19th century was to the secondary 'grammar' schools, rather than to the elementary 'common' schools'."[31] The 'grammar' schools, were, of course, for the privileged few.

Perhaps the most significant feature of this period, one which bears on the increased opportunity for all children to receive schooling, was the introduction of public financial support for education. Already during this time there was a separation of private and public schooling.

The Ryerson era is perhaps the most significant period in the development of equality of opportunity. Egerton Ryerson is so significant a figure that the Ministries of Education and Colleges and Universities, in their submission to the Educational Review Committee of the Organization for Economic and Cooperative Development (OECD), remarked, "It was he who created the Ontario school system...during the period 1850 to 1870 he persuaded 4000 out of 4400 school boards to finance education entirely from local taxes and thus provide free schools."[32] Enrolment in the 'common' schools increased at a rate approximately twice that of the population and the length of time the child spent in school was about twice as long by the end of the Ryerson era.

Perhaps the most significant event in that era was the 1871 Act to Improve the Common and Grammar Schools of the Province of Ontario.[33] This was, according to Fleming, "The first serious effort...to institute a program that would appeal to those who were not bound for the university."[34] Compulsory attendance for part of the school year was introduced for the first time and a distinction was made between "collegiate institutes" and "high schools," one leading to the university and one designed for general educational

---

[30]Ibid.

[31]Janzen, Curriculum Change, pp. 29-30.

[32]Ontario Ministries, Ontario Report, p. 5.

[33]Fleming, Education: Ontario's Preoccupation, p. 179.

[34]Ibid.

preparation. Entrance into one or the other of these secondary school routes was determined by secondary school entrance examinations also provided by the Act. Ryan notes that the elitist history of this time was reflected in the results of the exams: only 22,000 of 85,000 students wrote the grade 8 examination in 1890/91 and of those who wrote only 12,000 passed.[35]

The concept of equality of opportunity was strengthened again in 1921 when compulsory school attendance was raised to the age of 16. At the same time the number of compulsory subjects throughout schooling was reduced. There are those, of course, who have argued against compulsory attendance on the grounds that students are kept in school for artificial reasons. It is likely, in fact, that at the time the Act was introduced the argument could have been applied with some strength to many rural children. Furthermore, there are those who see compulsory attendance not so much in terms of equality of opportunity but of forced opportunity. And it is true that Ontario, presumably much like other school systems, has tended to put its philosophical beliefs into legal terms. These criticisms of compulsory attendance have, however, less to do with the philosophy than with its implementation. The fact remains that it reflects a belief in schooling for all children.

In 1949 the notion was given still another stimulus when the secondary school entrance examinations were abandoned throughout the province. All students thereafter had two routes available to them: the secondary school graduation diploma and the secondary school honour graduation diploma, the latter being the university oriented route and awarded at the end of grade 13.

Further diversification occurred under the Robarts Plan of 1962 in which a "branch and program" structure for the secondary school was introduced.[36] The three branches were arts and sciences, business and commerce, and science, technology and trades. Within each of these branches there were four- and five-year programs. Modifications within each of the branches allowed students to take an attenuated program and to leave school at the end of the compulsory age of 16 if they wished. This reorganized system resulted in about a 10% increase in the percentage of 15- to 19-year olds in school over the period

[35] Ryan, "Policy Making in Curriculum," p. 3.

[36] Ibid.

1961 to 1968. The overall enrolment picture is provided in Table 4.2. The five-year arts and science route was the main university oriented route and in 1968/69 contained 199,252 students for a total of 42% of those registered in secondary school. The majority, then, registered in other than university oriented programs. In addition, the Robarts Plan attempted to shift public attitude more favorably toward vocational education at the secondary school level. While many were skeptical of this attempt, the curricular argument for it served to give impetus to the creation of the Colleges of Applied Arts and Technology which now appear to have pre-eminence for enabling their certificands to obtain employment.

The tone of equality of opportunity was by now almost complete. For the most part, the schools were now in the business of providing education opportunities for all children up to 16 and some years beyond, rather than acting to sift out the elite. Programs were devised to suit individual student needs.

Four further events rounded out the present development of equality of opportunity as a component of Ontario's curriculum philosophy. These were the abolition of the grade 13 examinations and the combined effect of the Hall-Dennis Report with the secondary school credit system. The fourth was the establishment of French Language secondary schools.

Fleming called the abolition of the grade 13 departmental examination system "one of the landmarks of the 20th century in Ontario education."[37] The examinations had been the principal basis for university entrance. They were administered by the Department of Education and were set for the most part by university professors. To the extent, and some believe it to have been considerable, that the examinations sorted students on the basis of socio-economic background as well as on the basis of ability, they ran counter to the concept of equality of opportunity. While it could be argued that anyone could try the examinations, it is also argued that those who passed were the ones who had rich and varied social and home environments. The culturally rich passed the exams and got richer and the culturally poor failed the exams and got poorer.

The last even in our account of the development of equality of opportunity is the joint impact of the Hall-Dennis Living and Learning Report [38] with the introduction of Davis' credit system[39] and the HSIa[40] circular

[37] Fleming, Education: Ontario's Preoccupation, p. 209.
[38] Ontario Provincial Committee, Living and Learning, 1968.
[39] Davis, Headmasters' Council speech, 1969.
[40] Ryan, "Policy Making in Curriculum," p. 12.

Table 4.2[41]

Evolvement of Secondary School Population by "Branch and Program"
Between 1963-64 and 1968-69

Year	Arts and Science			Business and Commerce				Science, Technology and Trades				TOTAL
	5 yr	4 yr	2 yr	5 yr	4 yr	2 yr	1 yr	5 yr	4 yr	2 yr	1 yr	
1963-64	218,271	7,911	355	13,012	49,569	2,575	2,988	12,741	36,715	2,466	35	346,638
1964-65	221,177	13,094	216	15,031	58,166	2,534	3,599	15,793	42,745	2,000	22	374,462
1965-66	218,711	18,371	160	18,324	65,555	2,577	--	19,087	47,978	2,217	--	392,980
1966-67	216,605	19,918	--	21,046	70,313	2,746	--	22,238	52,744	2,277	--	407,887
1967-68	223,162	21,591	--	22,004	76,902	2,572	--	25,586	58,802	2,991	--	433,530
1968-69	199,252	25,120	41	25,178	80,125	2,202	--	29,821	64,469	3,255	--	469,550

Source: Ontario Department of Education, Reports of the Minister

[41] This table, for which data come from the different Reports of the Minister, appears in W. G. Fleming, The Expansion of the Educational System, Vol. 1 of Ontario's Educative Society (Toronto: University of Toronto Press, 1971), p. 115.

257

256

for secondary schools, which, while it was originally optional, became required in 1972. The credit system replaced the "branch and program" system with four areas of study - communication, social sciences, pure and applied sciences, and the arts. A credit value was attached to each course and students required 27 of these to qualify for the secondary school graduation diploma. No single course was compulsory, although students were expected to have a balance among the four areas.

Thus, with the abandonment of the grade 13 school-leaving examinations, the introduction of the credit system, and the establishment of French Language secondary schools, the diversity of routes for a student to higher education was immensely magnified. To a certain extent the sorting of students along socio-economic background lines was decreased, since students were now, hypothetically at least, permitted to choose their 27 credits according to their own interests, language, needs and abilities. Predictably, there have been numerous criticisms of this system and newspaper articles, reports and speeches have been written and research studies conducted on educationally related matters. Whatever the weaknesses of such a system, it must be said that the credit system coupled with the abolishment of school-leaving examinations has made a positive contribution to Ontario's concept of equality of opportunity. In addition, it must also be noted that Special Education, Multiculturalism, Bilingualism, and Second Language Learning represent extremely visible Ministry of Education commitments to equality of opportunity.[42]

The Premier himself recently reinforced this concept. In a synoptic statement in December of 1977, Mr. Davis wrote:

> The goal of the Ministry of Education is the attainment of educational quality and equality for all. The Ministry fosters a wide range of opportunities so that every individual may experience a worthwhile education, and may have access to further education experience consistent with his needs and those of society.
>
> The Ministry must ensure, through legislation and other means, the achievement of the following objectives:

---

[42] Wells, T.L., Speech on Francophone Rights in Education, to AFCFO, Ste. Adele, Que.: July 21, 1975.
Wells, T.L., Speech on Special Education, to CEC, London, Ont.: November 6, 1976.
Wells, T.L., Statement on New Programs in French as a Second Language, Queen's Part: April 18, 1977.
Davis. W.G., Speech on Multiculturalism and Heritage Languages, to Multicultural Leadership Luncheon, Queen's Park: May 4, 1977.

(i) A full range of educational, cultural and recreational programmes within its jurisdiction;

(ii) Qualified personnel for these programmes and activities;

(iii) Suitable facilities for recognized educational activities; and

(iv) The equitable distribution of available financial resources to meet the aforementioned objectives.[42a]

Broadening the Goals

As this chapter is written, there is very little available which can be used to trace with confidence the development of goals for the Ontario education system. We shall identify certain key developments but it should be noted at the outset that these are restricted primarily to content goals. We have, in fact, commissioned a study of goals, content and otherwise, as reflected in Ministry guidelines and other policy-like documents. Our hunches on what this study will discover are noted at the end of this section on the broadening of goals.

There are numerous ways of organizing and classifying curricular goals. Although writers on curriculum do not agree on the value of any particular classification scheme, almost all of the schemes are valuable in that they draw attention to a variety of purposes beyond the learning of content. It is far too easy to think of curricular goals merely as a listing of the various contents and how they progress through schools, such as the program for science instruction from kindergarten to grade 13. Ontario's curriculum has never been stated so narrowly. In fact, in very recent years a pattern has begun to appear in Ministry of Education documents which tends to spell out a minimum of broad goals for JK-13, and which states aims and objectives for more specific subjects in support documents. Nevertheless, the range of possible goals themselves, perhaps in the form of a possible classification for ordering curricular purposes, has never been adequately advanced, discussed and used as an organizer for Ontario school curriculum. The existence of such classification schemes, indeed, of almost any comprehensive classification scheme, would facilitate discussion over what constitutes the basics, the purpose of teaching any particular item of content, and what content and purposes should be strengthened,

---

[42a] Davis, William G., "Political Leaders Tell It the Way They Think It Is," OPSMTF News, December 1, 1977, p. 13.

altered or dropped from the curriculum at a time of declining enrolments. In short, the scope of Ontario's goals for education is a matter at issue.

Consider, for example, the following system recently presented by Foshay at an OISE seminar: intellectual, emotional, social, aesthetic, physical and spiritual.[43] Even without a full accounting of this framework it is clear that it provides a more precise basis for considering what should and should not be part of the school curriculum. We hold no brief for this particular classification system, but we do feel that something like it would facilitate our understanding of the curricular goals of schooling.

Our account of the history of curriculum content along with some remarks on other dimensions of the goals of schooling begins with the pre-Ryerson era. Education in the early nineteenth century stressed basic skills like reading, spelling, writing, arithmetic and some grammar, geography and British history. As noted the overriding purpose of the curriculum, at least at the secondary school, seemed to be to separate leaders from the others. As Fleming noted:

> What Upper Canada needed for the administration of a colony according to aristocratic principles was a group of young gentlemen who could be readily distinguished from the rest of the population. The administrative skills they needed could be acquired in practice. Thus it did not really matter much what they learned beyond the basics as long as it was reasonably out of reach of most of their fellows.[44]

The curricular goals then, were reasonably clearcut, and stressed basic skills. Furthermore, there was little indication of a belief or faith in the development of the child's intellectual abilities. Curiosity and an inquiring mind, so commonly espoused in our current philosophy of education, were, according to Fleming, considered impudent and warranted punishment. This picture has changed radically over the years.

As early as the middle of the nineteenth century one senior division school listed its content as follows: reading, scripture, sacred geography, history, political economy, dictation, science, writing, drawing, bookkeeping, arithmetic, grammar, composition, geography, map drawing, algebra, geometry, singing and recitation of poetry.[45] Thus it would appear that very early in Ontario's education history the curriculum was marked by diversity.

---

[43] Foshay, A.W., OISE Seminar, February, 1978.

[44] Fleming, Education: Ontario's Preoccupation, p. 177.

[45] Ibid., p. 178.

During the Ryerson era content was expanded and by 1871 contained 19 offerings at the secondary school level. Subjects added included music, temperance, drill and calisthenics, agriculture, natural philosophy consisting of physics, chemistry, geology and physiology, bookkeeping and French.[46] With the 1871 Act to Improve the Common and Grammar Schools, students not university oriented had a general program of studies consisting of English, commercial work and natural science, while the collegiate institutes offered a classical program.[47]

According to Fleming the first quarter of the twentieth century saw little significant change in the elementary school. At the secondary school level perhaps the most extensive development took place in the technical area with courses such as draughting, industrial design, commerce and finance, and domestic science being added.[48]

Compared with the pre-Ryerson era, the 1930's saw a radical shift in curriculum goals, a shift that was captured in the Little Grey Book guideline for elementary schools.[49] This shift was part of a progressive movement in North America, England and elsewhere, for which John Dewey was the principal spokesman and intellectual leader.[50] Dewey held that the aim of schooling is to shape individual development and should be the basis for curriculum planning. The physical, social and intellectual were to be taught in an integrated way. Subject matter content was seen as a means rather than as an end. Thus, the purpose of the study of English and of arithmetic was to aid in thought and communication. It was not so much that Ontario curriculum content was changed by this outlook, but rather that content was seen as the carrier of other goals.

This notion, at the elementary school level, appears to have been consistently maintained throughout subsequent years and is found in the 1971[51] and 1975[52] versions of the public school guidelines (PIJI) up to grade 6. Perhaps

---

[46] Ibid., p. 178.

[47] Ibid., p. 179.

[48] Ibid., p. 183.

[49] Young, "Summary of Curriculum Revision", p. 6.

[50] Dewey, John, Experience and Education (New York: Collier Books (1976), 1938).

[51] Young, "Summary of Curriculum Revision", p. 6.

[52] Ontario Ministry of Education, The Formative Years, (Toronto: 1975).

the most notable attempt to shift content into less recognizable forms was found in the "enterprise" method and various versions of "project" methods which have been reasonably widely used. In these approaches an enterprise or project is undertaken, for example, a project on North American Indians, which is then studied from a wide variety of perspectives using English, mathematics and so on as needed. On the whole, however, the traditional content divisions are reasonably easy to identify in the programs of the elementary schools.

The secondary school picture was painted somewhat later. The Hope Commission of 1950, while generally supporting the Little Grey Book's progressive goals for the elementary schools, held that the secondary schools needed to focus their goals more directly on subject matter. A core program was recommended for the first two years of high school and an optional program in the latter two years.

Perhaps the most significant development in secondary school curriculum planning occurred in the period following the mid 1950's. This has been known as the "Sputnik" era since it is commonly assumed that the curriculum activity was triggered by Russian space advances. Beginning with the Physical Science Study Committee in the United States in 1955 and spreading to other subject areas and to other countries, an immense amount of curriculum development took place during the late 1950's and 1960's and, to a certain extent, in the early 1970's. Millions of dollars were spent in developing new curriculum materials and in translating them into other languages. The period was not as spectacular in Canada, which lacked the extensive federal government and private foundation support which characterized development in some other parts of the world. Nevertheless, the spirit of reform in the secondary school was very much a part of the Ontario educational system.

In 1957 the Ontario Teachers' Federation initiated a committee on mathematics and science which gave rise to the Ontario Mathematics Commission.[53] Later, the 1963 Design for Learning Report was instrumental in the development of the Ontario Curriculum Institute[54] and it in turn was connected to the development

[53] Fleming, Education: Ontario's Preoccupation, p. 192.

[54] Morgan, J.R.H., "The Ontario Curriculum Institute," in Education: A Collection of Essays on Canadian Education, Vol. 5, 1962-1964 (Toronto: W.J. Gage Ltd., 1965), 77-82.

of the Ontario Institute for Studies in Education. The curricular goals stressed during this period were primarily subject matter goals and numerous up-to-date curricula and modern textbooks reflecting modern subject matter were developed. New content was added to the curriculum and specific subject areas were diversified into various levels. For example, biology was given three approaches, for slow learners, for basic introductory biology students and for advanced students.

The Robarts Plan was probably the most important single event that permitted the spirit of secondary school reform to flow through Ontario schools. The "Branch and Program" system provided a structure which permitted a broad range of offerings. The four-year arts and science branch for non-academically oriented students received a great deal of attention, and many new courses, the most notable of which was Man in Society, were developed.

The expansion of secondary school offerings introduced through the Robarts Plan were supported by the Hall-Dennis Report, which promoted progressive education goals into the secondary school, goals which up to that time had been more or less restricted to the elementary division. The abolition of grade 13 leaving examinations along with Davis' credit system further stimulated a wider range and diversity of secondary school curriculum offerings. It was by this time even possible for teachers to request permission for experimental courses not easily fitting into the guideline structure and, for a time, these were more or less readily granted.

At the beginning of this section on expanding curricular goals we remarked that it was difficult to trace clearly goals other than in specific content. Content diversity is, it appears, clearly one of the marks of both the elementary and secondary school curricula. Nevertheless, it is possible to make certain remarks on other goals. In the elementary schools particularly, curricular goal statements appear to have shifted from content statements to the use of content for other purposes. It also appears that this is the intention for the secondary schools as well.

In a memorandum to this Commission, Robinson[55] notes that it is his belief that Ministry of Education guidelines have progressively added additional

[55]Robinson, Floyd, Memorandum on "The Scope of Guideline Aims and Objectives," January 17, 1978, p. 2.

objectives in the non-knowledge categories, specifically the last five of the six noted above in our description of Foshay's classification system for goals -- emotional, social, aesthetic, physical and spiritual. Our Commission report on these points is not yet in, but it is our hypothesis that current curriculum guidelines present a comprehensive array of objectives that is consistent with the notion of the broadly educated, self-directed student. Furthermore, as Robinson notes, over the long term the trend has probably been toward more broadly conceived aims which increasingly emphasize intellectual skills, complex intellectual performance, "affective" outcomes such as attitudes, values and beliefs, and some elements of the epistemology of various disciplines.[56]

What may be emerging is a more comprehensive set of curricular goals in terms of which education objectives are being formulated. Furthermore, it is important to note that the increased responsibility of local boards in establishing their own programs has led to goal statements at the board level. Potentially, the range of goals that exists in policy at the level of Ministry guidelines and at the operational level in schools is large. There has been, we believe, a genuine expansion of education goals over the years. Has it been too large? Returning to our earlier theme, we note that a careful classification system for goals could be useful as an adequate basis for proposals for further developments and changes in the school curriculum.

Guidelines and Resource Materials: Currently the curricular goals are specified in four basic types of curriculum documents: circulars, curriculum guidelines, resource guides, and curriculum ideas for teachers.[57] The first two are concerned with policy. Statements contained in such documents outline the minimum requirements established by the Ministry for the program in the areas identified. Documents in the third and fourth categories do not represent policy but are simply helpful advice to assist teachers.[58]

Table 4.3: Circulars and Curriculum Guidelines gives a structural outline of policy documents. Public education is separated into four parts called

---

[56] Ibid., p. 1.

[57] Storey, John W., "Provincial Curriculum Policy," (Toronto: May 17, 1977), pp. 36-37.

[58] Ibid., p. 37.

TABLE 4.3

Circulars and Curriculum Guidelines

DIVISIONS	PRIMARY JUNIOR	INTERMEDIATE	SENIOR
Curriculum Policy Documents	Circular P_1J_1 The Formative Years. Philosophical background for P_1J_1 is found in Education in the Primary and Junior Divisions.	In draft form - Circular I_1: The Adolescent Years.	Circular HS1: Secondary School Diploma Requirements, 1977-78.
No. of publications	13 Curriculum ideas for teachers	42 guidelines[59]	77 guidelines[60]
Grade Levels	JK - 3[61] 4-6[62]	7-10	9-13
Objectives	Objectives in The Formative Years are divided into skill areas (listening, reading, perception and expression, speaking, writing, handwriting,and decision-making) and subject matter areas (arithmetic,measurement, geometry, drama, music, visual arts, physical education, health, values, the individual and society, science, and geography, and Canadian studies).[63]	The draft form of I_1 sets out content objectives in 12 expectations: relating to maths, language, Canada, environment, aesthetics, physical fitness, problem-solving, decision-making, personal aspirations, self-awareness, values, and social relationships. As well, policy provision is made for learning French as a second language, learning a third language and special education.[64]	HS1 objectives occur in four main subject matter areas: communications, social and environmental studies, pure and applied sciences, and arts. As well, provision is made in planning students' individual programs for acquiring basic skills for continuing education, access to student potential, meeting national priorities, recommended courses, independent study, coherent programs, course transfer, enrichment, acceleration and special education.[65]

59

60 Ontario Ministry of Education, Circular 14 Textbooks 1978 (Toronto: 1978), pp. 1-2.

61 Ibid., pp. 2-3.

62 The Education Act, 1974, Section 1 (38).

63 Ibid., Section 1 (25).

64 Ontario Ministry of Education, The Formative Years (Toronto, 1975),pp. 6-23.
Ontario Ministry of Education, General Guideline, The Intermediate Years: Provincial Policy for the Intermediate Division (Working Draft of Proposed Document), (Toronto: 1975), pp. 7-8, 27-28.

65 Ontario Ministry of Education, Secondary School Diploma Requirements: Circular HS1, 1977-78 (Toronto: 1977), pp. 4-5.

primary division, junior division, intermediate division and senior division. The senior division policy document, Circular HS1, also prescribes core curriculum which applies to the intermediate division. This is that all students entering a secondary school program on or after September 1, 1977, shall, within their program and during the first two years (grades 9 and 10) include courses in required subjects as follows:

English - 2 credits
Mathematics - 2 credits
Science - 1 credit
Canadian history (1 credit) and
Canadian geography (1 credit)

It is expected that each required subject will be offered at different levels of difficulty to accommodate the varying needs and abilities of the student in each school.[66]

In all four divisions it is the responsibility of each school to decide which courses are classified as meeting what objective(s), and what organization of teachers, students, content and resources can best serve the individual student's needs.

Education Vs. Schooling

Our history of the Ontario curriculum suggests that there has been a steady increase in equality of opportunity for children and, if our hypotheses are correct, a continual broadening of the curricular goals. Children from whatever walk of life, with whatever ambitions and with whatever special education needs are to be accommodated. Indeed, in our meetings with various groups, increased special education opportunities was a repeated theme. With declining enrolments and declining resources two issues emerge surrounding these characteristics of Ontario's education philosophy. One issue grows out of the belief in individual choice amidst the desirable and possible curriculum alternatives available; the second grows out of contrasting the quality and quantity of the curriculum offerings.

The Issue of Personal Development in a Curricular Environment of Alternatives: As is the case with most things that are good for us, there is a risk of harm if the good is taken to an extreme. In the case of a rich environment

[66] Ontario Ministry of Education, Secondary School Diploma Requirements: Circular HS1 1978-9 (Toronto: 1978), in press.

of curriculum options it is easy to imagine children choosing courses and programs of study that merely reaffirm their existing capabilities rather than help them expand into new areas. An enriched curriculum environment can, hypothetically, lead to poor individual development.

Such does not appear to have happened in Ontario. The HSI[67] studies demonstrated that, in general, high school students chose reasonably diverse programs which, on balance, appeared not to be greatly different at their core than did students' program routes prior to the introduction of the credit system. One might well take the result of the HSI studies and make a case that the alternatives were not needed in Ontario schools. The counter argument would suggest that the new philosophy had not been adequately realized and children had not been encouraged to use the opportunities available to them.

With fewer students in school, the ability to offer a rich variety of alternatives is decreased. Accordingly, one aspect of the issue before us involves turning our attention away from the construction of still new alternatives and toward an investigation of needed alternatives to ensure equality of opportunity and course selection patterns which result in rich personal development for the child. While we raise this issue in the Commission, we do not believe that it is one that can be quickly solved nor, perhaps, without further research. What should be ensured is that decisions at the provincial and board level are not made too soon and too rapidly so as not to strain undesirably the curricular philosophy.

The Issue of Quantity and Quality in the Curriculum: The achievement of goals is directly related to the amount of instructional time devoted to them. This is a recognized fact in competitive sport and competitive music where up to 25 or 30 hours of practice time per week are common for secondary school age children entering the highest levels of competition. High school children are up at five a.m. and in the pool at six.

This commonplace fact of goal achievement has recently been highlighted in the treatment of the goals of schools in an article by Harnischfeger and Wiley.

[67] Fleming, W.G., The Individualized System: Findings from Five Studies, The HSI Studies on the implementation in Ontario Secondary Schools of the Ministry of Education Circular HSI (1972/73). (Toronto: OISE, 1974.)

They say time is the single most important variable in the achievement of school goals.[68] Indeed, it may even be the case that the goals aimed at in instruction may depend on the teacher's perception of the amount of time he feels can be devoted to them. A recent study of biology teaching in the Metropolitan Toronto area suggested that teachers tended to aim at lower level mental abilities such as memorization and application for biology topics treated briefly in the curriculum, while higher level abilities such as the synthesis and evaluation of knowledge were aimed at in classes where larger amounts of instructional time were given to the topic.[69] Thus, the amount of instructional time spent on a goal determines how well it is treated; time may even determine what goals are attempted.

Much of the criticism of the schools over the past half decade or so can be seen as a question of <u>how well</u> the schools are doing what they are doing, not simply <u>what</u> they are doing. Given the rich variety of alternatives in our schools, one could not doubt that the basics are being taught. Would it, we wonder, make much difference to a child taking one hour of language instruction per week if that were dropped to no hours per week? This aspect of the issue for declining enrolments, then, is a question of quality vs. quantity. It may well be the case the one hour of driver training per week does, indeed, lead to driving ability, but that one hour of mathematics or French does not lead to mathematics or French ability.

From the point of view of declining enrolments, where the range of options is in question, studies will have to be undertaken to give us a clearer idea of how much instructional time is required to achieve a variety of goals. Such information would be useful in deciding how broad a school's program of curriculum options should be; and it would be useful for individual students and their parents in the planning of individual programs.

<u>The Role of Schooling in Education</u>: Our history of the goals of schooling and of the concept of equality of opportunity reflects a belief in Ontario

---

[68] Harnischfeger, Annagret and David E. Wiley, "The Teaching-Learning Process in Elementary Schools: A Synoptic View." In <u>Curriculum Inquiry</u> 6:1, 1976, 5-43. It is noted that the Harnischfeger and Wiley claims are, at present, based on evidence relating to science curriculum only.

[69] Connelly, F. Michael, Miriam Ben-Peretz, and Robin J. Enns, "Assessment of York University Biology Achievement Test." Research project funded under contract by the Ministry of Education, Ontario. (Toronto: OISE, 1978) Cited with permission.

in the importance and role of schooling in our children's education development. But, as Tom James, former dean of education at Stanford University, remarked, "We have been bombarded in recent years with the assertion that schools aren't very important."[70] Romantic critics such as Ivan Illich who have visited Ontario have promoted this theme and it has been given credibility by interpretations of certain well-publicized research findings.[71] The studies by Coleman[72] and Jencks[73] in the United States have been interpreted as showing that home environment overrides school environment and that the effects of schooling are effectively lost.

In a cross-national basis some of the studies by the International Education Association (IEA) tend to make the same point.[74] For example, the IEA found that the single most important factor determining reading levels at the end of instruction was the reading level the child brought with him to instruction. The return to the basics movement coincides with these findings in their plea that the schools show positive results from instruction in basic goals. Writers such as Carl Bereiter in Ontario have applied this theme by arguing that the schools should sharply restrict their goals to ones which they do best.[75] These, he argues, are primarily in the intellectual domain. Do a little and do it well could be the motto of those who would sharply

---

[70] James, H. Thomas, "Education: A Declining or Rising Sun?" in Educational Leadership and Declining Enrolments, ed. Lewis B. Mayhew et al. (Berkeley: McCutchan Publishing Corporation, 1974), p. 124.

[71] Illich, Ivan D., Deschooling Society, (New York: Harper & Row, 1971).

[72] Coleman, James S., et al., Equality of Educational Opportunity, (Washington, D.C.: National Center for Educational Statistics, 1966).

[73] Jencks, Christopher, et al., Inequality: A Reassessment of the Effect of Family and Schooling in America (New York: Basic Books, Inc., Publishers, 1972).

[74] Thorndike, Robert L., Reading Comprehension Education in Fifteen Countries: International Studies in Evaluation III, (Toronto: John Wiley & Sons, 1973). It is noted that this interpretation of the data is a partial view, based on reading and vocabulary scores. Scores in science, civics, and literature show a higher correlation with the schools, thus providing support for the view that schools are doing their job adequately.

[75] Bereiter, Carl, "Elementary School: Necessity or Convenience?" Elementary School Journal, May, 1973, 436-446.

separate the goals of schooling from the overall goals of education.

It would appear, however, that while the schools are often severely criticized for not doing a good job, there is an overall public belief that the schools should be doing an ever-increasingly broader job. In fact, the faith in schooling as the route to education contrasts with and gives rise to disputes when compared with our belief in the effects of schooling. There is reason to believe that the faith in schools to solve social problems remains high.

In the 1977 Gallup Poll of Public Attitudes Towards Education the public was asked to name the most important problems confronting the public schools.[76] Then they were asked what they thought was right with the public schools. Here are the ranked results:

School problems	What is Right?
1. Lack of discipline	1. The curriculum
2. Integration/segregation problems	2. The teachers
3. Lack of proper financial support	3. Extra-curricular activities
4. Difficulty of getting "good" teachers	4. School facilities
5. Poor curriculum	5. Equal opportunity for all students
6. Use of drugs	6. Good administration
7. Parents' lack of interest	7. Parental interest/participation
8. Size of school/classes	8. Good student/teacher relationship
9. Teachers' lack of interest	9. Good discipline
10. Mismanagement of funds/ programs	10. Small school or school classes

These rankings have changed only a little since the 1973[77] Gallup Poll. In 1973 among the problems curriculum ranked seventh rather than fifth, indicating that curriculum is seen as an increasingly important problem. When people were asked what was right with the public schools, "the curriculum" and "the teachers" ranked first and second respectively. In 1973, curriculum was singled out and the public was asked if "(he/she) is learning the things (he/she) should be learning?" Over 80% of the responders said "yes." Furthermore, as in 1977, attitudes had increasingly turned more positive. Parents with children

[76] Gallup, George H., "Ninth Annual Gallup Poll of the Public's Attitudes Toward the Public Schools, Phi Delta Kappan, September 1977, 33-48.

[77] Gallup, George H., "Fifth Annual Gallup Poll of Public Attitudes Toward Education," Phi Delta Kappan, Septebmer 1973, 38-51.

in public schools indicated that they had become more favourable in their views of the public schools in recent years. In addition, on the question of whether or not students got a better education than their parents did, the answer was "better" by a substantial margin. When asked why they thought so, the following five reasons were listed:

1. Wider variety of subjects offered
2. Better facilities/equipment
3. Better teaching methods
4. Better qualified teachers
5. Equal opportunities for all students

There is one finding in both 1973 and 1977 which is somewhat disquieting, given the declining enrolment situation. Respondents who had no children in school gave an opposite answer to those with children in school when asked how their attitudes to schooling were changing. They were becoming less favourable. Given the fact of declining enrolment, there are more people who have no children in school. Such people may not see their own interests as being consistent with those of schooling and this could have biting political and economic consequences for schools.

Recently a study was commissioned by Southam Press which they claim is "the most comprehensive survey ever done of how Canadians feel about each other and about their country."[78] One of the items in the survey dealt with Canadian values. The question was:

> In a society constantly bombarded by changes and warned of ever more to come, what is happening to Canadians' value system, the measure of things they consider in society?

The Southam survey tried to measure this by putting a list of thirteen items before almost 2,000 people across the country and asking for a ranking of importance. The results are shown in Table 4.4. Education ranked at the top not only in Ontario but for all of Canada.

The North York Board of Education in Ontario recently published results of a survey of students, parents and school staff which indicated general

---

[78] Southam Press Limited, "The Searching Nation," (Toronto, 1977), p. 1. Cited also in The Toronto Star, September 24, 26, 27, 28, 29, 30, 1977.

Table 4.4: Canadian Values

Rate how important to you is:	Total Canada	Region B.C.	Alta.	Sask.	Manitoba	Ontario	Quebec Total Quebec	Quebec Extreme Separatist	Maritimes
A good education	1	1	1	1	1	1	1	1	1
Respect for the courts or judicial system	2	3	4	2	4	2	3	7	4
Freedom of the press	3	2	3	3	2	3	4	2	2
Home ownership, being able to own a piece of property	4	4	2	4	3	4	5	5	3
Achieving job security	5	5	7	6	5	5	2	3	5
Respect for authority	6	8	5	5	7	6	6	9	6
Commitment to the free enterprise system	7	6	6	7	6	7	8	11	7
Commitment to the work ethic	8	7	8	8	8	8	7	8	9
Religion	9	13	9	9	9	10	13	13	8
Politics	10	10	10	10	11	9	10	4	11
Achieving a position of power	11	12	12	12	10	11	9	12	12
Unions in our society	12	11	13	13	12	12	11	6	10
Women's rights movement	13	9	11	11	13	13	12	10	13

Table 4.5

A Comparison of Responses about Good Education

ITEMS	Strongly Agree %	Agree %	No Opinion %	Disagree %	Strongly Disagree %
STUDENTS' ITEM: This school is providing me with a good education	12	55	17	12	4
PARENTS' ITEM: All in all, our school is doing a good job of educating my child(ren)	11	54	8	20	5
STAFF'S ITEM: This school is providing students with a good education.	14	66	8	10	1

The figures were rounded off in this 1977 North York Board of Education survey.

satisfaction with schooling.[79] The results are presented in Table 4.5. Students and parents made similar responses about good education. Approximately two-thirds of both students and parents said they thought the school was providing a good education. Only a quarter of the parents disagreed. Eighty percent of the staff felt that the school was providing students with a good education. When these data were compared with the results of a similar survey in 1971/72, there was an overall 10% increase in the number of students who felt that the school was doing a good job. There was a slight decrease in the number of parents and teachers who thought the same thing.

The Gallup Poll and the North York study, along with frequent public expressions of concern for the basics and other statements on the effects of schooling, highlight the fact that there is no common agreement over whether or not the schools are doing a good job. What is suggested is an overriding belief in the power of schooling for education purposes.

This belief in schooling raises an important issue for the Commission on Declining Enrolments. It is possible that the overall belief will result in continued appeals to expand the content and goals of the school curriculum. Recently, for example, increased multicultural opportunities in schools have been highlighted.[80] We have already remarked that in our visits throughout the province new and varied special education needs were repeatedly mentioned as desired new goals for the schools. The question arises: to what extent can new goals and new content be added at a time when enrolments are declining? Another difficulty is to determine which options to retain in the interests of high quality education.

In an expanding school system with expanding resources, it was relatively easy to accommodate new goals and new content. Now, however, the situation is reversed. In its most general sense, we believe the issue before us is to confront, in rather concrete ways, the question of the role of schooling in the education of our youth. James put it this way:

---

[79] Hunter, Susanne M., Albert E. Virgin, and Louise Toffoli, "Research Report of a Survey of Secondary School Perceptions," (North York Board of Education: 1977), p. 61. Quoted with permission.

[80] Thomas, R.A.L., "Memorandum to Directors of Education, Principals of Schools Re: Heritage Languages Program," (Toronto: June 15, 1977), p. 1.

> So I close as I began, optimistic about the rising sun of education, convinced that schooling is necessary, but also convinced that we must abandon our nineteenth-century notion that schools are the only instrument society has to accomplish its aims of education. Somehow, if school men are to be educators, they must learn about how all our institutions interact and about the necessary and sufficient conditions under which this interaction can maximize the achievement of our aims for education.[81]

The separation of the aims of schooling from the aims of education is not something that can be accomplished easily by studies commissioned by us. Careful, thoughtful research work on curricular goals is needed.

AIMS OF EDUCATION:

Much of what might have been said under the topic Aims of Education has already been recounted in our section on the goals of Education. On somewhat arbitrary grounds we have chosen to separate aims from goals on the grounds of generality; goals as we have treated them are more specific and are tied to the content of instruction, while aims reflect the kinds of goals in their broadest sense. The aims of the curriculum, as we have chosen to view them, refer to the hopes and aspirations we hold for our children and for our society. Specific goals as they are reflected in the various Ministry of Education guideline documents and in courses and subjects of study are the means by which these aims are realized.

Long ago, John Dewey pointed out that at bottom there are only two kinds of aims: aims for the child and social aims. Thus, we can build our curriculum and design our schools to develop such characteristics as leadership ability and an inquiring mind or a democratic and a socialistic society. In Ontario it appears that the development of equality of opportunity has coincided, for the most part, with an education system aimed at the development of the child. This feature of Ontario's education aims appears to be a characteristic of Canadian provinces as a whole. In its recent review of education in Canada, the OECD made the point this way:

> Unlike most other comparable industrialized countries, Canada has neither produced a politically motivated educational reform, rooted in a conception

---

[81] James, H. Thomas, "Education: Declining or Rising?", p. 130.

> of the country's future (Quebec is a possible exception to this generalization), nor has it blocked such reform, as has happened in a number of European countries. Instead, Canada has trodden out its own path, with an array of exceptionally active programs for vast quantitative expansion and significant qualitative change of the educational system that are, however, derived from no explicitly-stated, overall national conception of the country's interests.[82]

We shall return to this point since it raises still another general issue in the context of declining enrolments, namely the issue of balance between individual and social aims for the curriculum. For now, however, let us briefly trace the development of this aspect of Ontario's curriculum philosophy.

Given the lack of historical documents, what we are able to present is necessarily brief. We have already noted that in the nineteenth century cases of the "common" and "grammar" schools, the view of the child was restrictive and that obedience and memorization were emphasized. Nevertheless, however much we might object to the particular view of the child expressed in those days, the education aims were expressed in terms of what was best for the child. For example, in the elementary "common" schools the three R's had the practical purpose of helping the young make a living in a pioneer community. With the exception of the introduction of specific matters into the curriculum, such as bilingualism policy, we could find little evidence of any other significant uses of the schools for social aims.

A major shift has occurred, however, in how the aims are stated and is best expressed in the 1937 Little Grey Book's statement on elementary education. The ideas were becoming progressive in character. While they had been developed most explicitly in American schools and crystalized in the writings of John Dewey, they were introduced into Ontario through the Hadow reports in Great Britain.[83] Development of the inquiring mind, the development and expression of interests, inquisitiveness, interaction with the environment and so on were the hallmarks of Ontario's emerging view of the child.

---

[82] Organization for Economic Co-operation and Development, Review of National Policies for Education: Canada (Paris: OECD, 1976), pp. 20-21.

[83] Fleming, W.G., Education: Ontario's Preoccupation, p. 184.

These aims were, again, echoed in the Hope Commission of 1950 and it appears to be in this report that the different concept of the child which separated the elementary school from the secondary school was clarified. The secondary school curriculum, while still asserting its aims in terms of the child, tended to have content goals override goals expressed in terms of student interest. Thus, while the overall aims were the same for the school system, the way in which they were realized was different in the elementary and secondary school.

This difference was removed at the level of policy with the 1968 Living and Learning Report and subsequent secondary school reforms, most notably the abolition of the examination system and the introduction of the credit system.[84]

These child-oriented aims of education are affirmed in various ways in recent Ministry of Education guidelines for the intermediate and secondary school years.

Subtitled Provincial Curriculum Policy for the Intermediate Division, the 1975 working draught of the general guideline for the intermediate years states that learners are to be involved in a search for identity, "constantly searching and testing in a process of learning to know themselves.[85] This identity search is seen to have many implications for the school as "one source where they should find appropriate social, emotional, and leadership experiences."[86] The draught cites the need to balance a possible conflict between the learner's search for self-identity and the school seeking to mold future citizens. "To achieve this delicate and essential balance, it is urgent that teachers understand this crucial period in the student's development."[87]

At the senior division level, the 1977/78 HSl guideline emphasizes that "the primary purpose is to help each student develop to the maximum his or her potential as an individual and as a member of society who will think

---

[84] Crossley, J.K., "Curriculum Development in Ontario," speech to Northern Ontario Public School Principals' Association, October, 1971, p. 9.

[85] Ontario Ministry of Education, General Guideline, The Intermediate Years: Provincial Policy for the Intermediate Division (Working Draft of Proposed Document), (Toronto: 1975), p. 2.

[86] Ibid., pp. 2-3.

[87] Ibid., p. 3.

clearly, feel deeply, and act wisely."[88] The secondary school is seen as pivotal in achieving these goals: "The objectives and achievements of elementary education, the developments in post-secondary education, and the expectation in the various fields of business and industry are also being taken into consideration in planning a secondary school program."[89] The individual differences in students are emphasized. "If many individual differences are to be accommodated within a subject or course, there must be a careful and perceptive adaptation of curriculum guidelines, constant awareness of standards, and a flexible organizational structure."[90]

Finally, the 1977 speech by Premier Davis quoted above also reflects this emphasis on the aim of education as a development of the individual.

The special way in which the aim of child development in the education system was interpreted in Ontario was reflected in a relaxation in the grading system and in genuine efforts at various levels to individualize instruction. If, the argument runs, children are genuinely different from each other in their abilities and genuinely different in their interests, then they will progress at various rates throughout the years. Grades, according to this view, represent artificial constraints imposed for administrative convenience and solidified by arbitrary divisions within subject matters. Thus the aim of developing a self-motivated inquiring child by capitalizing on his interests and capacities led to important organizational features of the curriculum. Reduction of the notion of age-grades, the credit system and individual choice and individualized programs and the elimination of external exams are all counterparts of Ontario's child-oriented aims.

As we have reviewed our various meetings and thoughts on the effects of declining enrolments there seem to be none which seriously threaten the child-oriented philosophical plank in Ontario's curriculum philosophy. No one is suggesting that the aims of education should be posed in other terms. However, as we note below, some movement to the other direction could well have

[88] Ontario Ministry of Education, Circular HS1 1977-78, p. 1.

[89] Ibid.

[90] Ibid.

beneficial results.

What is potentially at stake in a situation of declining enrolment is the particular way in which our aims are interpreted. There are those who feel that Ontario has gone too far in its view of child development. The challenges are most sharp at the secondary school level but have also had their effects in the elementary school where it is argued that students should gain the basics regardless of their interests. To a limited extent the arguments, we believe, have some merit and there appears to be a conceptual issue that should be resolved.

John Dewey, long considered the father and architect of progressive education and of the view that education should be geared to the interests and needs of children, wrote a book Experience and Education, midway through the progressive era in the United States which argued that he had been misinterpreted.[91] He argued that the extreme position of progressivism as it was then interpreted in some schools throughout the United States was antithetical to his notion of child development. Dewey's position was a synthesis between what was then called progressivism and traditionalism. Dewey believed that the curriculum should begin with the child's interests and needs but he also believed that the way in which they were interpreted should come from social forms of organization. It is, perhaps, too simplistic to say merely that Dewey looked for balance between the controls and structures presented by organized forms of knowledge on the one hand and idiosyncratic student interests on the other. Still, in his resolution of progressivism and traditionalism, Dewey argued against the "either-or" situation posed by the two extremes.

There is a lesson for us in Dewey's book. Without further explication here we wish to indicate that we believe thoughtful research and exploration of the balance between "progressive" and "traditional" views should be undertaken and debated publicly. We would not want to see the introduction of reactionary policies that would lose the humane aims of Ontario education. On the other hand, we have a feeling, in part from reading works such as those of Dewey, that Ontario education may have tended to overlook in its policy statements the "traditionalist" concern for the interaction of organized forms and

[91] Dewey, John, Experience and Education (New York: Collier Books, 1976) (1938).

social forms of knowledge with its very laudable belief in child development.

A second major issue that arises out of our discussion of the aims of Ontario education concerns the lack of social aims. The OECD Review of Canadian Education report considered this lack in Canadian education one of the more serious matters to which Canadian educators should devote their attention. They put the matter this way:

> Decisions now have to be taken concerning the destination of the Canadian school system within an ordered view of the future of Canada as a nation.[92]

Admittedly, the OECD reviewers were concerned with national policy and believed more concern should be given to national issues in education. But what was said for Canada as a whole can equally be said for the individual provinces. The federal government has, of course, always intervened in provincial education matters in ways probably not imagined in the British North America Act. Vocational education was given a large boost in provincial systems through federal resources and currently the same is true for language instruction. There is, however, a difference between merely using federal funds which are made available at a provincial level and in stating specific provincial goals (some of which would relate to Canada as a nation) which would become part of the basis of Ontario's education policy.

The OECD reviewers drew attention to the role of the Canadian Teachers' Federation and applauded their efforts, in particular a document entitled "On Educational Finance". But as they noted, "groups such as this teachers' federation cannot be expected to relieve the politicians and the governments of this responsibility".[93] In a period of declining enrolments and declining resources, competition for public resources is becoming acute. If education aims are not specified, in part, in social terms, i.e., in terms that may lead to improving the quality of life and have positive effects for that increasing segment of the public which no longer has children in the schools, then education will be at a competitive disadvantage compared to other claimants on the public purse. As the OECD reviewers put it: "If those responsible for educational policy are not properly able to base the development of school

[92] Organization for Economic Co-operation and Development, Review of National Policies for Education: Canada (Paris: OECD, 1976), p. 103.

[93] Ibid., p. 102.

and education on a firm goal-oriented footing, then they risk being pushed to the side in the general political competition for resources".[94] Thus the issue is at once conceptual (What are those social goals to which we aspire?) and practical (How can those goals be specified in meaningful terms to the public at large and not merely to that segment of it with children?).

CURRICULUM DEVELOPMENT

Current provincial policy makes curriculum development an important local responsibility. Its characteristics will be described in more detail later. We wish only to note at this point that concern and dissatisfaction with their perceived responsibilities in this area was repeatedly noted in our visits to boards throughout the province. Given the twin pressures of a return to the basics and of the possible effects of declining enrolments on school curriculum options, it would be easy to visualize and recommend a clear cut curriculum development system whereby detailed specifications occurred at the level of provincial policy, thereby eliminating the need for elaborate and costly development mechanisms at the board level.

Indeed, it is likely that the Commission will make recommendations for curriculum development which would yield more consistency and role expectations by various parties than is now the case.

However, it would seem possible at this stage in our discussions to arrive at this end, and also to reduce the labour intensiveness and cost, without losing some of the historically hard-won elements in this plank of Ontario's curricular philosophy. In particular, the role of teachers and of the school as a unit of curriculum development requires careful consideration.

During the pre-Ryerson era in the early nineteenth century there was no central authority for curriculum planning and curriculum development was genuinely a local matter. But local responsibility, as will be recalled in our discussion of the evolution of equality of opportunity, did not necessarily mean that the school curriculum was organized in the best interests of the child or of the community. Indeed, the strong moves in the direction of equality throughout the Ryerson era were associated with, and probably a function of,

---

[94] Ibid. Italics removed.

an increase in a strong central authority for curriculum. In 1846 a General Board of Education was established and was replaced in 1850 with a Council of Public Instruction. Strong powers were invested in the general board and the council, and these in turn eventually gave way to a Department of Education at the end of the Ryerson era.[95]

County boards were established at the same time and provided their own supervision function. In 1871, however, county inspectors were required to have qualifications specified by the central authority. This new inspection function passed out of existence at the board level, was taken on by the Department of Education, passed out of existence again for a time, and has reappeared as a monitoring process by the Ministry of Education. Fleming saw this 1871 change as "a real increase in central control, even though the inspectors were appointed in the same way as their predecessors".[96]

The strong central authority which began developing under Ryerson reached its peak of power in the 1920's. Fleming wrote:

> The Department of Education exercised very firm powers over courses of study, textbooks, examinations, teacher qualifications, and inspection. School boards could choose a teacher from among qualified candidates except where one could not be found, but had only the most limited powers beyond that. Although they could still get away with arbitrary dismissals, such action was becoming increasingly difficult and could hardly be looked upon as a privilege of any great value.... The amount of real authority and influence exercised by school boards differed considerably according to their size and wealth. The smallest and poorest could afford no alternatives to a minimum departmental program, and had to lean heavily on the services the Department could provide. Control over curriculum was further enhanced by external examinations at the lower, middle and upper school levels.[97]

During the 1930's, probably in association with progressive education principles in North America and England, central control over curriculum began to be relaxed. Examinations for the lower and middle schools were abandoned. The Little Grey Book of 1937, with its heavy stress on curriculum for individual needs, was a direct challenge to the lockstep program, the kind of program

---

[95] Fleming, W.G., Education: Ontario's Preoccupation, (Toronto: University of Toronto Press, 1972), p. 65.

[96] Ibid.

[97] Ibid., p. 72.

most easy to administer by strong authoritative central bodies. In practice, according to Fleming, little happened in schools as a result of the Little Grey Book philosophy but, nevertheless, the principle was struck.

The first direct plan to disperse the central authority arose out of the Porter Plan[98] and the Hope Commission[99] of 1949 and 1950 respectively. The Porter Plan finally removed all but the last external examination for schools by dropping the high school entrance examination. In fact, as early as 1933 the Minister of Education's Annual Report noted that nearly 50% of the students were "recommended" to enter high school by their principals, rather than obligated to write this exam.[99a] With its removal it was possible to plan curricula below the high school without referring to the entrance exam as a base for the structure of the curriculum. But, as one author put it, "The most important aspect of this revision was the way in which it was to be implemented, since it represented an unprecedented effort to involve teachers and local educational leaders in the process of curriculum revision."[100] Curriculum 3, a 1950[101] Memorandum re: Establishment of Local Committees on Curriculum, followed with explicit directions on procedures for organizing local committees. As Kel Crossley, former director of the curriculum branch of the Ministry of Education remarked in a speech:

> There was a recognition by some far-seeing Ontario educators, including Dr. Althouse, the Chief Director, and Colonel Watson, then Superintendent of Curriculum for the province, that genuine growth among all concerned in education - pupils, teachers, and administrators - required involvement and participation. In 1950, it was clearly recognized that if the school was really the cradle of democracy, then the people of Ontario were really going to be "Citizens that were publicly useful and privately happy" and as many as possible would be involved in the processes of change.[102]

---

[98] Ibid., p. 188.

[99] Ibid., p. 74.

[99a] Report of the Minister of Education, Province of Ontario, For the Year 1933 (Toronto: King's Printer, 1934), p. 108, Table XVI.

[100] Young, Don, "A Brief Summary of Curriculum Revision in the 1950's," (Toronto: Mimeo, November 25, 1974), p. 2.

[101] Ibid.

[102] Crossley, J.K., "Curriculum Development in Ontario," speech to Northern Ontario Public School Principals' Association, October 1971, p. 7.

It appears that there was a massive amount of local curriculum activity during the early 1950's, but this tended to peter out over the last half of the decade. Reaction to progressivism, highlighted in books like Hilda Neatby's So Little for the Mind,[103] had, as Fleming notes, an influence on the Minister and his Ministry.[103a] In fact, one of the ironies of decentralized curriculum making in Ontario is that it exists by grace of the central authority and may be removed at any moment.

While the activity waned, the policy did not and once again came to the fore during the 1960's under the Minister of Education, William Davis. As Fleming noted, "Davis deserves credit for initiating and guiding most of the sharp departures from tradition that characterized the decade".[104] One of the planks in Davis' program called for local control over certain aspects of education to be strengthened and made more effective. In 1965 the Ministry established five area offices which were later expanded to ten, and recently reduced by four. One of the key features of the regional offices was their service function to local boards. Supervision, in 1967, was replaced by the notion of "program consultants" and the word "inspector" appears to have been dropped. The function of the local offices was, among other things, aimed at improving the quality of local programs.

In 1973 the regional offices were reorganized and the activity of the program consultant was slowly phased out. The Ministry personnel are now known as education officers, and the role, particularly in the south, has altered to one of ensuring the policies of the Ministry, as found in various circulars and guidelines, are carried out. Observations and questionnaires are used in this process. Reports are written and shared with board personnel. Although this is not a return to inspections, as carried out in the past, it does maintain the presence of the Ministry in the school divisions, a function which should prevent too great differences in the application of policy across the province.

In 1970 Crossley saw the functions of the Department grouped into three

[103] Neatby, Hilda, So Little For the Mind (Toronto: Clarke, Irwin, 1953).

[103a] Fleming, W.G., Education: Ontario's Preoccupation, p. 189.

[104] Ibid., p. 78.

areas:

-responsibility for the laws which form the framework of publicly supported education;

-the distribution of funds, which are not unlimited;

-the provision of information and ideas[105]

That third function was to be accomplished through services provided by program consultants in the then ten regional offices, through the distribution of guidelines (no longer courses of study) from which courses of study could be developed locally, and through the provision of materials and resources, or source lists indicating where resources could be found. Thus, in contrast with the checking and inspecting tone of the earlier Ryerson era, the tone was now one of local initiative and prerogative with central support and assistance. The school board reorganization of 1969 furthered this development by making it possible for boards to acquire their own resources, such as consultants and resource centres, and to sponsor workshops, conferences, summer writing teams and the like. Here, of course, sharp discrepancies have emerged. The smallest of the consolidated boards have not been able to undertake these functions. In fact, the amount of support for program development at the board level has varied a good deal according to the size of the board.

With the application of elementary school principles of curriculum development to the secondary school in the Hall-Dennis Report in 1968, coupled with Davis' credit system at the secondary school level, the principle of local involvement in curriculum development was established. There is reason to believe that local control in the secondary school did not win as much active local support as appears to be the case at the elementary school. Nevertheless, as is seen in the following items extracted from Ministry guidelines, the policy of local development in conjunction with central control is consistent throughout the school system. As these statements are reviewed, it is worth noting that it is the teacher and the school unit which are emphasized as the focal point for curriculum development.

Current Policy on Curriculum Development

Ontario's policy on the responsibilities of people involved in curriculum development are set out in pp. 1-5 of The Formative Years (1975) and are

[105] Crossley, J.K., "Planning a Creative Curriculum," speech to London Education Officials' Conference, February, 1970, p. 5.

echoed in Ministry of Education documents relating to the intermediate and senior divisions.

Primary/Junior Divisions: Those who should be involved in planning the education of the individual child are local level educators. "As always, the major challenge falls to educators at the local level to translate the objectives into relevant learning experiences for each of our children."[106]

To facilitate locally based translation, the Ministry has a "...policy of issuing guidelines rather than detailed courses of study. This acknowledges that, to be effective, curriculum must be closely related to the characteristics and needs of the particular pupils for whom it is planned".[107]

The closer to the individual learner the curriculum planning gets, the more concentrated and detailed it becomes. "While the Ministry articulates the broad goals, it is the responsibility of the local school boards - through their supervisory officials - to formulate local programs that are within the rationale of the provincial policy and at the same time reflect local needs and priorities."[108] Narrower and more concentrated: "School staffs, both as individual teachers and as a collective body under the leadership of the principal, have the task of planning classroom programs specifically adapted to the children for whom they are responsible[109]

Further: "Those most aware of the children's needs and the community's expectations - parents, teachers, principals, supervisory officials, as well as the children themselves - must all be involved in the planning process in appropriate ways".[110]

One way of handling local curriculum treatment is by committees, which "define aims and set priorities in terms of community expectations. Committees identify local resources, refine perceptions that might affect the general

---

[106] Ontario Ministry of Education, The Formative Years (Toronto: 1975), p. 1.

[107] Ibid., p. 2.

[108] Ibid.

[109] Ibid.

[110] Ibid.

sequencing of instruction, and provide, as temporary assistance for less experienced teachers, more or less detailed outlines of work and sample units".[111] But "however extensive this assistance, the major responsibility for planning curriculum rests with the school".[112]

The teacher has the major role in making the curriculum work. "Much of the necessary planning (and in some cases almost all of it) must be done by the individual teacher. Certain important parts of the planning process are, however, best done cooperatively, in some cases by the entire teaching staff, in other cases by all the teachers of a given division."[113]

"Individual teachers have the responsibility of selecting strategies, resources, and activities appropriate to the needs of individual children, who should then be involved in setting short-term objectives, in devising ways and means of accomplishing tasks, and in choosing activities."[114]

Intermediate Division: Published in 1951, Curriculum 1:1 and grade 9 and 10 coverage in HS1 are the only Ministry documents concerning intermediate division curriculum policy that currently exist.[115] The document projected to fill this gap, The Adolescent Years, is not yet complete.[116] Detail about policy on the responsibilities of people involved in achieving expectations has been elicited from a 1975 draft for the intermediate years and from intermediate subject matter guidelines published in 1977. Subtitled Provincial Curriculum Policy for the Intermediate Division,[117] this working draft "sets out the goals for this division, describes the needs and characteristics of the adolescent, outlines essential learnings that will be a part of each student's program in every year and identifies the related responsibilities of teachers, principals

[111] Ibid., p. 3.

[112] Ibid.

[113] Ibid.

[114] Ibid.

[115] Ontario Department of Education, Intermediate Division: Outlines of Courses for Experimental Use (Toronto: 1951)

[116] Storey, John W., "Provincial Curriculum Policy," (Toronto: May 17, 1977), p. 35.

[117] Ontario Ministry of Education, General Guideline, The Intermediate Years: Provincial Policy for the Intermediate Division (Working Draft of Proposed Document) (Toronto: 1975).

and supervisory officials".[118]

"At the local level, principals and teachers must ensure that there are opportunities for each student to achieve the competence and forms of growth and development implied in each of the expectations in the guidelines. The principal and staff must designate which courses/units/themes are possible vehicles for this achievement."[119] In Intermediate Guidelines for English,[120] History,[121] and Geography,[122] these teacher and principal responsibilities are reiterated in terms specific to curriculum development and implementation for those content areas.

In summary, at the intermediate division, the Ministry sets out the provincial expectations and objectives, and at the local level the school principal and teachers are responsible and accountable for developing and implementing a program which demonstrably achieves the provincial expectations and objectives.

Senior Division: The introduction to HSI[123] emphasizes the role of the school, of which "the primary purpose is to help each student develop to the maximum his or her potential as an individual and as a member of society".[124] From the perspective of those involved in elementary education and in business and industry, the secondary school is seen at the hub of achieving these goals.[125]

In the senior division as in the primary, junior, and intermediate divisions, it is "the local level in which new opportunities are being sought to articulate aims and objectives and to plan curriculum..."[126] As in the earlier divisions, attending to individual differences among students is

---

[118] Ibid., p. 2.

[119] Ibid., p. 8.

[120] Michalski, Catherine, et al., Curriculum Guideline for the Intermediate Division English (Toronto: Ontario Ministry of Education, 1977).

[121] Clemens, Jim, et al., Curriculum Guideline for the Intermediate Division History (Toronto: Ontario Ministry of Education, 1977).

[122] Andrews, Marilyn, et al., Curriculum Guideline for the Intermediate Division Geography (Toronto: Ontario Ministry of Education, 1977).

[123] Ontario Ministry of Education, Secondary School Diploma Requirements: Circular H.S.1 1977-78 (Toronto: 1977).

[124] Ibid., p. 1.

[125] Ibid.

[126] Ibid.

emphasized.[127] In the senior division "it is considered appropriate...for each school to develop or adapt its own curriculum to meet the needs. interests and abilities of the students in its community".[128]

Provincial Curriculum Policy: In his speech on this topic at the program development seminar of the Ministry of Education in May, 1977, Curriculum Branch Director John Storey emphasized the important place of local curriculum development and implementation. He noted that "provincially the Ministry is still developing curriculum guidelines, not courses of study. Local school jurisdictions will still have considerable responsibility for curriculum development. This local planning will continue to involve the development of specific objectives appropriate for each course being offered at the different levels of difficulty - typically three levels or more - in order to meet the needs of all students ... But this is not a new situation. Teachers have been doing this up to now and doing it well".[129]

To summarize this information about Ontario policy on curriculum responsibility, Storey is quoted as saying, "This pattern follows that established in The Formative Years whereby the program in each school ensures that certain learning opportunities are provided, but goes no further in specifying precise levels of achievement."[130] "That responsibility will rest where it belongs, with the school teacher and principal".[131]

School Board Structures and Processes for Curriculum Development

Although no comprehensive study of roles, structures and processes for local decision making in Ontario has been conducted, a number of reports and studies on specific school systems have been done. An account of these could easily make a chapter by itself. It will suffice here to note the considerable complexity that appears to exist throughout the province and some of the reasons

---

[127] Ibid.

[128] Ibid., p. 3.

[129] Storey, John W., "Provincial Curriculum Policy," (Toronto: May 17, 1977), p. 20.

[130] Ibid.

[131] Ibid., p. 21.

for this complexity.

Roughly speaking, the degree of program specificity reaching the teacher can, somewhat arbitrarily, be divided into low, medium, and high across the province. Figure 4.1 diagrams these relationships.[132]

In the first of these organizations, the "low" one, Ministry guidelines are transmitted to teachers, perhaps with explanatory workshops. They are then expected to build their curriculum at the school or perhaps at their own classroom level. This plan tends to characterize small boards with minimum resources. It is a plan which, if properly organized, would place the teacher in a central role.

The "medium" plan, which is more frequently found throughout the province, is one in which the central board offices develop a second level of guidelines more specific than the Ministry guidelines. These may be draughted by central board office personnel such as consultants, coordinators and superintendents, or they may be done in cooperation with others in the school system on joint writing teams. According to this plan, it is the school's responsibility to implement the system-wide guidelines into curricula appropriate for their schools. There may be a more or less sharp separation at this point with some systems demanding a fairly careful implementation of the system guidelines, whereas others tend to give more autonomy to the school to interpret and adapt the system guidelines.

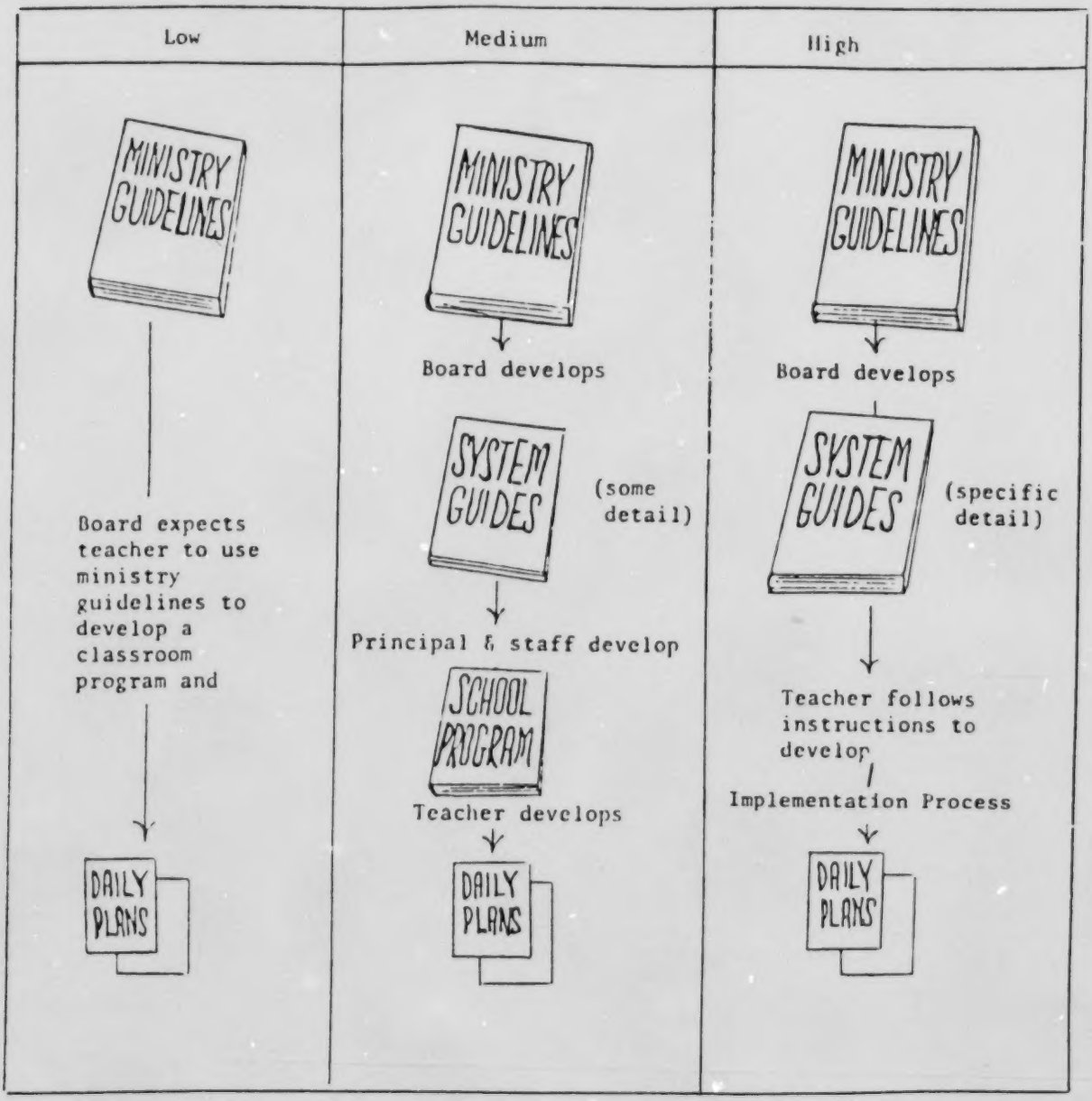
Taken to the extreme, the former of the alternatives in the medium system leads to the "high" strategy, which is to construct system-wide guidelines and then to ensure they are implemented in the classrooms throughout the board. Under such a plan, which is fairly common throughout the province, teachers and principals have little more authority and responsibility than they would have under a system in which detailed Ministry courses of studies were specified.

In this respect, one author in a paper prepared for the Task Force remarked

---

132 Greenfield, T.B., et al., Creating and Changing Curriculum in a School System: A Design for Development, Implementation and Evaluation, A Report to the Wellington County Board of Education, (Toronto: OISE, Dept. of Educational Administration, 1976), p. 124. Quoted with permission.

Figure 4.1
Program Specificity at the Teacher Level



that "in the disengagement of the Ministry from the powerful, Prussian-like system that Ryerson had initiated, the feudal aspects of the former ministerial organization and administration of education were merely transferred to 120 minor feudal systems, as county or city boards of education".[133] It is our impression that this overstates the case for the province as a whole, but it also occurs to us that in many cases local schools and individual teachers did not grasp the ring of curriculum development.

The number of people, the roles they play and the organizational structures developed by boards, particularly of the medium and high type, are strikingly large. While the policy made it clear that curriculum was to be developed at a local level, the method by which this was to occur was never specified in detail. Just as we earlier remarked that there is no operational framework of goals for the province of Ontario, neither is there an operational framework for the development of curriculum. Thus, in a study of one board, there are nine categories of personnel from the trustees to the teachers who are involved in curriculum decision-making and these cover six overall tasks ranging from budget to evaluation.[134]

Not only is there variation from board to board, there is considerable variation within boards. In a study of one Ontario board nine overall patterns for decision making were found.[135] To give some feeling for the complexity involved, one such route is presented below in Figure 4.2.[136]

Needless to say, curriculum development has become a labour intensive and expensive activity in the province. The various steps, procedures and decisions take time. Our visits to boards throughout the province indicate that there is considerable board level dissatisfaction with this state of affairs. From this we might assume that at the level of the boards there would be little dissatisfaction if somehow the complexity and activity were reduced. But,

---

[133] Wees, W.R., "Teacher Autonomy and Life-Long Learning", (Toronto: Mimeo, 1978), p. 2.

[134] Leithwood, K.A., "Preliminary Report of the Tri-County Curriculum Decision Making Project", 1976, Appendix A.

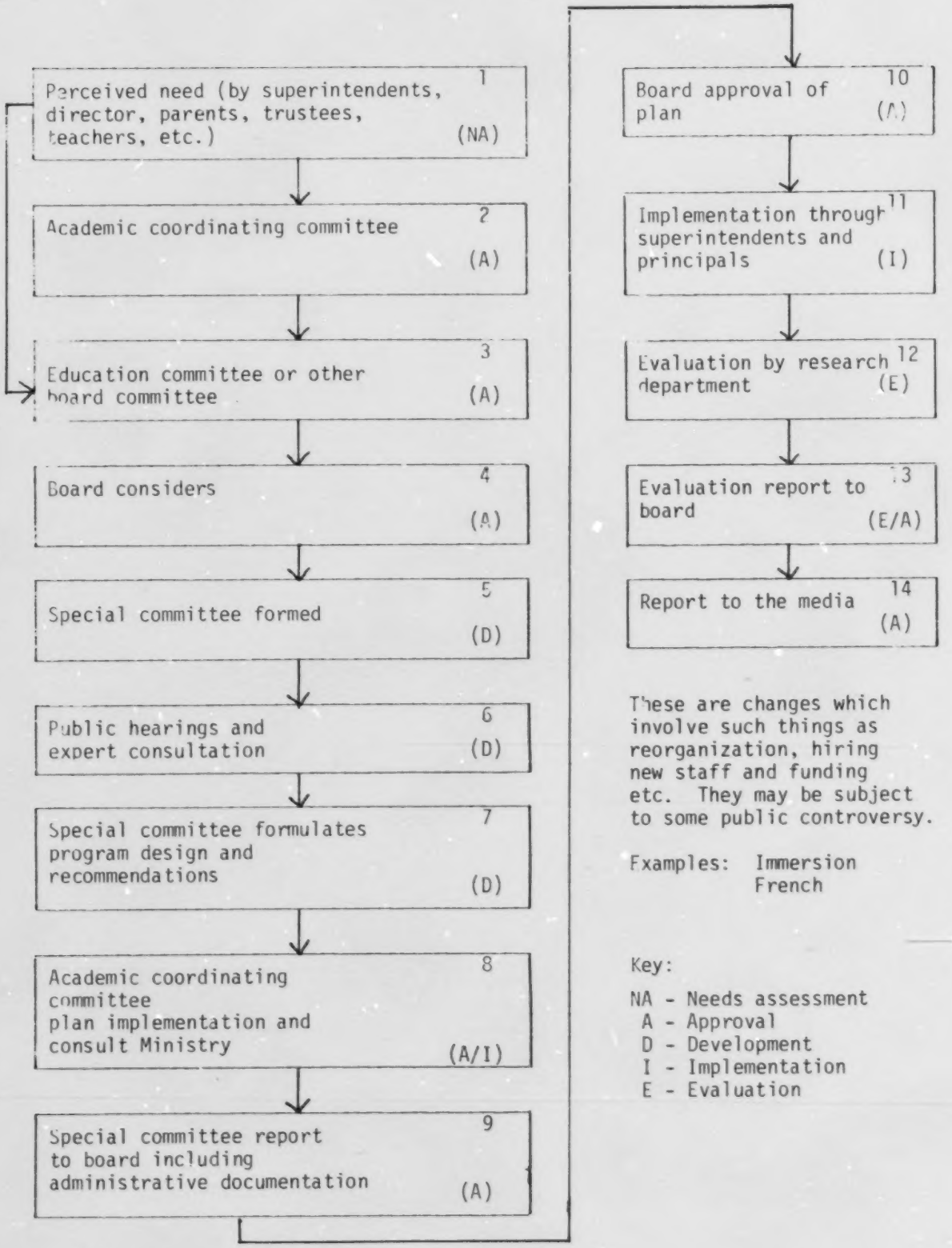
[135] Greenfield, T.B. et al., Creating and Changing Curriculum in a School System: A Design for Development, Implementation and Evaluation, A Report to the Wellington County Board of Education, (Toronto: OISE, Dept. of Educational Administration, 1976), p. 41.

[136] Ibid., p. 45.

- 206 -

Figure 4.2

New Programs Centrally Initiated:
Long Route for Development and Appraisal



These are changes which involve such things as reorganization, hiring new staff and funding etc. They may be subject to some public controversy.

Examples: Immersion
French

Key:

NA - Needs assessment
A - Approval
D - Development
I - Implementation
E - Evaluation

as our review of the history of this aspect of Ontario's curricular philosophy demonstrates, confidence in teachers and the rights of the local community in the context of a proper central authority developed out of long-standing beliefs. Thus, while the degree and kind of board level curriculum development activity is at issue, the value placed in teachers and in local development is not. What is needed is a more clear-cut conceptual separation of the functions of school-based development and of development at the central Ministry level, along with a reasonably precise development model of the relationship between these two poles in curriculum development.

A NOTE ON THE MINISTRY OF EDUCATION

A first time reader of the chronicle of Ontario's curriculum history is struck, even startled, by the predominance of names from the Ministry of Education, both political and bureaucratic. On second thought this is, perhaps, not so surprising. Ryerson had, after all, collected authority and this was enhanced up until the early 1930's. In fact, from a strictly legal point of view, the authority is as strong as ever.

One cannot but help get a strong feeling from the history of Ontario's curriculum that a strong central authority has, on balance, been a desirable force. The development of equality of opportunity, of broad-ranging curricular goals, of an important role of schooling in the education of children and child-oriented aims of education appear to have depended in large part on the policy formulation and implementation activities of the central authority. There are, of course, dangers in such a system of control. It is clear from reading Ryan's account of the credit system in Ontario that strong individuals within the Ministry can have strong influences and these may, of course, be for the good or otherwise.[137] The potential for the enforcement of rigid notions that appear to have dominated during the post-Ryerson era are possible. Still, in a province as geographically diverse as Ontario with a population so unevenly distributed, it would appear that a strong central authority is required to give leadership and to ensure equality throughout the province.

Given our view of the aims of education, which suggests that Ontario has tended to overlook social aims, one of the issues that arises has to do with the relationship of the Ministry of Education to other branches of government. Presumably these other branches would be rich sources of information and ideas

---

[137] Ryan, Doris W., "Policy Making in Curriculum".

on the social aims of education in contrast to child-oriented aims. It may be that interaction with other government branches would help the Ministry of Education balance its child-oriented areas with social aims.

Still another issue has to do with striking a balance between the desirable and potentially undesirable effects of a strong central authority. At bottom what may be most important in striking this balance are the qualities of the people hired at the Ministry of Education. To the extent that Ministry personnel are in touch with worldwide ideas on curriculum, on education advancement and with the needs and demands of Ontario people, they would be better able to initiate curriculum plans, to advise the Minister on policy and to work with local school boards. Without a detailed analysis of key figures over the years, it does, nevertheless, appear to us that a high quality staff has worked to Ontario's benefit in the past. We believe that thought should be given to deliberate ways and mechanisms for selecting and training Ministry personnel to maintain the quality in the future. Opportunities for in-service and advanced educational pursuits, more broadly based selection committees for the hiring of staff, sabbatical leaves and exchanges are all possibilities and should be explored.

The present trend of publicly naming those from the teaching profession and from the universities who serve on curriculum committees, previously not done, will tend to ensure that leadership is used wisely.

III.

POSSIBLE CURRICULAR EFFECTS OF DECLINING ENROLMENTS

So far in this chapter we have been concerned with the major planks in Ontario's curriculum philosophy and how these might be affected by declining school enrolments. In this section we turn our attention to more specific and concrete matters. All of these are, of course, related to the philosophy and should be read in this light. The expected effects of declining enrolments in Ontario's four school divisions (primary/junior, intermediate, and senior) and some suggestions are summarized below in five categories: goals or objectives, curriculum development, programs or courses, classroom instructional environment and curriculum support services. An asterisk identifies subheadings which apply in all divisions and which raise questions that are subjects of Commission studies.

Our sources were two opinion surveys conducted with Ontario supervisory officials, from the Northeastern[138] and Eastern Ontario Regions,[139] opinions obtained from members of the Commission's Curriculum Task Force, information collected by the Canadian Teachers' Federation,[139a] the 1975 Report of Task Force on Declining Enrolments from the Manitoba Teachers' Society,[140] and the 1974 Report on the Declining Rural Population and the Implications for Rural Education by M.P. Scharf,[141] for the Saskatchewan School Trustees' Association. Several board reports kindly made available to the Commission were also consulted. In addition, many documents were obtained during our visits to boards over the past few months.

---

[138] Leithwood, K.A., "Responses from the Supervisory Officers of the Northeastern Ontario Region (11 Systems Represented)", (February, 1978).

[139] Leithwood, K.A., "Discussion with Eastern Ontario Superintendents about the Effects of Declining Enrolments and Resources", (February, 1978).

[139a] Canadian Teachers' Federation, Report of the Seminar for Professional Development Officers of CTF and its Member Organizations on Declining Enrolments (Ottawa: November 27-29, 1977).

[140] Reimer, A., Chairman, Report of Task Force on Declining Enrollments. The Manitoba Teachers' Society, (March, 1975).

[141] Scharf, M.P., A Report on the Declining Rural Population and the Implications for Rural Education, Saskatchewan School Trustees' Association, (Regina, 1974).

PRIMARY/JUNIOR DIVISIONS

Goals and Objectives

Extras: The objective of providing extra attention for students' individual differences may be lost.

Basics: The basics may be taught before the extras.

*Quality: Objectives are not likely to change but they may not be achieved as well.

Public school responsibility: A thorough examination of the assumptions underlying the inclusion of junior kindergarten and grade 13 in the curriculum may be helpful.

Curriculum Development

Textbooks: Teachers may fall back on their textbooks with the result that the textbook may become the whole program.

*Implementation: Transfer of teachers may result in particular curriculum development plans not being carried out due to lack of staff and uncommitted staff. Responsibility may then fall to principals and senior administration.

*Summer writing teams: These may be eliminated unless something else can be discontinued.

Teacher morale: The lowering of teacher morale may result in reduced cooperation and increased defensiveness concerning curriculum implementation.

Professional development days: More coordination of these days may be necessary to help concentrate systematically on curriculum development and implementation.

*Centralization: There may occur a retreat from local development to a central, provincial emphasis. However, initiatives for developing alternatives can be sought at the local level, so that declining enrolment could be treated not as having crisis consequences, but as providing the opportunity for careful, cooperative local planning.

Programs and Courses

Programs: Programs such as music, art, family studies and primary French immersion may be discontinued. Field trips are already being curtailed.

Language arts: An increase in split grades may affect the attention which can be given to beginning readers, so outcomes could be affected. Since reading may receive overcompensating attention, creative writing could suffer.

Mathematics: The teaching of geometry may suffer.

*Resources: There may be fewer resource materials. This is important since teachers are trained to work with specific materials. Any course requiring equipment is suffering as all instructional funds appear to be in jeopardy. While funding policy is ambiguous there is a general concern on the part of publishers about updating the quality of materials. Computer assisted instruction could increase. The number of librarians may be reduced or eliminated. Mobile classrooms that can be moved from school to school may provide otherwise unavailable special facilities.

Classroom Instructional Environment

*Split grades: The numbers may increase and could have a negative effect on teacher morale. Split grades tend to result in less attention to individual students and less remedial work. Efforts to work from the "concrete" could diminish, as could attempts to learn from actual experience. Although split grades need not be all bad, teachers tend to think they are, so efforts need to be made to convince them of possible benefits.

*Teaching staff: Knowing that teachers are having to be declared redundant is affecting morale. Seniority might be the main determinant for which teachers will keep jobs, and increased teacher age could hinder enthusiasm. Instructional aids may diminish in availability and might be poorly maintained. Professional development might be discontinued. The pupil-teacher ratio may increase.

*Students: Classroom morale is easily affected by teacher morale.

Curriculum Support Services

*Curriculum management: Program sophistication may diminish. However, department heads in high schools which receive students from "feeder" primary and junior schools could help in curriculum development in those feeders. Consulting staffs may be drastically reduced. Teachers' associations can assist in filling the consultant gap. Senior administrators might retire early. Competent, young, ambitious personnel might leave. Conflicts could arise between younger and older employees.

INTERMEDIATE DIVISION

Goals and Objectives

*Individual differences: There may be less rotary scheduling in the elementary intermediate grades (7 and 8). Meeting a variety of different student needs may then be handicapped because there may be fewer resource people available to help. Furthermore, with higher pupil-teacher ratios, the teachers will have to spread themselves further, so quality could deteriorate.

*Meeting objectives: Setting and meeting objectives for students depends on the number and kind of courses that can be offered, and at the secondary intermediate level (grades 9 and 10) there may be fewer courses. There could be difficulty in objectives being met by teachers who have been retrained to teach in other than their major content areas. The achievement of language-learning objectives could become a problem because English language students may be transferred to French language schools and vice-versa. Achieving objectives focussed on children's needs requires well-informed and committed teachers, not those inhibited by self-defeating attitudes.

*Community involvement: Local community involvement in setting priorities for schools could increase.

Curriculum Development

*Teacher involvement: Freeing teacher specialists from classroom teaching to develop curriculum might occur less frequently. One reason could be reduced availability of supply teaching money. Alternatives would be to hire student teachers to relieve the classroom teacher-developer,

and to shift the emphasis to the principal as curriculum manager to develop curriculum with staff.

Programs and Courses

New Courses: Fewer new courses may be implemented.

Options: There is a trend toward fewer options being made available to students. Some people think this is a worthwhile development.

*Special programs: Total French and English programs may no longer be possible, nor bilingual schools. This implies policy changes and could return the problem to the local community. Community priorities may not permit such policy changes.

Costly regular programs: Where shop, art and music programs are reduced, an alternative would be to use a secondary school teacher at the elementary school level if his time is not used adequately at the secondary level.

Classroom Instructional Environment

Teaching staff: An increased local school responsibility for curriculum development tends to overtax classroom teachers' stamina. Experienced teachers tend to feel that they need to do less and less curriculum development for their own classroom needs.

Curriculum Support Services

Community Involvement: Much greater use can be made of local community and other resources obtained at minimal cost, for example, involving outside art and drama groups in school programs.

*Cooperative services: Greater use can be made of sharing personnel expertise and strategies for material development among school boards.

*Curriculum management: Existing funds can be disbursed in unconventional ways, such that teachers with administrative competence can share a vice-principal's work load among them, and the money freed could be used for in-school curriculum and professional development.

SENIOR DIVISION

Goals and objectives

Courses: Even though it is anticipated that there will be fewer effects

on objectives in the senior division, some courses aimed at achieving these objectives may be discontinued.

Curriculum Development

Principals: They may have to face curriculum development responsibilities for which they are not trained. They may also have to take on a "head teacher" role for more than one school, which could sharply reduce the time they can allocate to developing curriculum.

Department heads: They may have to coordinate curriculum development for intermediate divisions outside as well as inside their immediate schools. Heads may also have more teachers for which they are individually responsible, hence less of their own time to lead curriculum development.

Curriculum evaluation: This is not likely to be affected since little is going on now. Increased training in curriculum evaluation is needed to plan development carefully, yet funds for such training tend to dry up when resources decline.

Programs and Courses

Options: With fewer options available, there may be more dropouts. Enrolment could decline more sharply. Individual student needs may not be met as well.

Regular programs: Students going on to post-secondary education often need prerequisites. Programs of such prerequisites cannot be discontinued.

Busing: Busing students long distance, to give them access to programs that become unavailable close to home, tends to create a problem with parents. This may also serve to increase parent involvement in setting school priorities.

Classroom Instructional Environment

(See other divisions)

Curriculum Support Services

*Curriculum management: Resource staff may become an expensive luxury. Consultants and supervisory officials are having their positions changed

to plug other gaps created by declining enrolment. For example, where some empty schools are being leased to other organizations to generate revenue, some resource personnel are becoming, in effect, landlords. Discontinuing resource staff tends to have a deleterious effect on teachers. Teachers tend to feel that what they teach is not important if resource assistance is not available. As a result, quality diminishes and parents get upset. Provincial help may be needed to keep resource staff.

Attitudes: Positive thinking could go a long way to dispelling the fear that goes with all these ill effects. Sometimes a problem draws forces together.

RECURRING EFFECTS AND POSSIBLE ACCOMMODATIONS

As our work proceeded, and as the above list testifies, several areas were crystalized which required the commissioning of research papers. Some of these areas appear to be in special jeopardy with declining enrolments and others appear to offer a possible avenue for the future. A preliminary listing of the questions of concern and each study is listed below. These will undoubtedly be altered as the work proceeds and we invite comments and suggestions from any interested party.

Special Education

This study seeks to answer five questions. How closely do trends in general population apply to special populations? What characteristics do classroom educators take into account in deciding that a student is handicapped? To what extent in Ontario education is the integration of exceptional children into regular classrooms being practised? To what extent do teacher education facilities exist or need to exist to prepare teachers to handle integration of special students? What data exists or ways are there for countering possible tendencies to divert funds away from special education?

Francophone Education

This study will contain three main parts. One, a description of Franco-Ontarian curriculum as it has evolved since 1968, the year of the

acceptance of the Beriault Report[142] and the legislation on French elementary and secondary schools. Two, a description of probable and possible problems in maintaining and improving the quality of French as a first language curriculum. Three, suggestions for dealing with the problems in part two.

Early Childhood Education

This study seeks answers to three main questions. What are provincial needs for child care and early education as seen by institutions and agencies presently providing these services? When provincial needs and expectations are determined, what research findings and development efforts satisfy these needs? What do answers to questions one and two suggest for: a) the extent to which public schools might be able to accommodate programs for 3-4 year olds? b) the different roles required to respond to early education demands? c) the different kinds of training needed to fulfill these roles?

Multicultural Education

This study seeks answers to six questions. What are the trends in ratios of native-born enrolments to foreign-born over the past ten years? Which particular areas of the province are affected? Which other cities, provinces, or countries face similar problems? How have they coped? What changes have been made in school curriculum, materials, etc., to provide for the changes for both the newcomers and the former dominant group? What other special efforts have been made to increase cross-cultural or interracial understanding?

Native Peoples Education

This study seeks answers to five main questions. What are regarded as the most valuable and important trends in the education (including special education) of children of native ancestry in the past twenty years? Is there any evidence of threat to these improvements through declining enrolments? Is any threat predicted to these improvements

---

142 Beriault, Roland, The 1968 Report of the Committee on French Language Schools, (Toronto: Ontario Department of Education, 1968).

through declining enrolments? Could declining enrolment contribute to or facilitate any further desirable trends in education either about or for native peoples? What are specific county enrolment trends in the school population generally, and in children of native ancestry?

Languages: (1) English as a Second Language (2) French as a Second Language (3) Heritage Languages

For each language area six main questions are asked. What are organizational trends in enrolment (i.e. immersion, 30-minute periods, itinerant teachers) in the past five years and projected five years hence? What research has been done in this area? Are there any valuable aspects of new methods or organizational patterns in jeopardy during declining enrolments? Have school boards felt any impact yet of declining enrolments and if so, what have they done or do they anticipate doing? Do these changes imply any effects on teacher training, re-training, selection or retention? In what ways could declining enrolments be capitalized upon?

Adult Education

This study asks three main questions. What new areas of adult learning have developed or will develop as a result of declining public school enrolment and concomitant increasing numbers of adults? What is the actual and potential adult participation in various levels of education? What do different financing sources and mechanisms imply for the attitudes, styles and practices of educational management?

Community Schools

A paper on community schools will address the following issues: provisions for community use of school buildings, parent education programs, comprehensive and active volunteer programs, community recreational activities, an adult advisory body, an electives program open to the community, provisions for identifying and dealing with social problems of the area, communications instruments, and structures to provide for relationships with other social agencies.

Curriculum Development

Studies in this area are examining labour intensiveness and administrative strategies in curriculum management in Ontario school boards.

IV.
CLASSROOM INSTRUCTION, BOARD FLEXIBILITY AND QUALITY OF THE CURRICULUM

In this final section of the chapter on curriculum we draw attention to three factors which condition the quality of the curriculum: the quality of the teacher, the quality of curriculum materials and flexibility to adjust to new curricular circumstances.

The results of our history and the effects of our declining enrolment will be felt in concrete ways in the classroom, where the goals of curriculum are realized. It is worth noting that classroom instruction consists of an interaction of teachers, curriculum materials and students. It is not being over simplistic to note that high quality curriculum materials and high quality teachers are the essential prongs of a high quality curriculum. Of these the teacher is the more important since both good and bad materials may be taught more or less well and for more or less important purposes. Yet, both of these are likely to be influenced by declining enrolments. The review above of the effects of declining enrolments highlights this observation. Thus, if the quality of curriculum is not to suffer, it will be important to retain those elements of our curricular philosophy which must directly contribute to the maintenance of high quality instruction, i.e., high quality materials and high quality teachers.

Curriculum Materials, Declining Enrolment and Quality of the Curriculum

The history of materials writing does not, for the most part, reveal the best practices even though major curriculum reforms have periodically been attempted. Roughly speaking there are four strategies for developing materials: academics or committees of academics, teachers or people such as teacher educators who are close to the classroom, and teacher-scholar joint writing committees. The fourth strategy, given its greatest impetus by the Physical Science Study Committee project begun in 1955 in the United States, was the use of a joint writing and field testing team. It would appear that in Ontario the first of these strategies has been infrequently used, the second is our characteristic pattern, the third had a brief history during the time of the Ontario Curriculum Institute

and the fourth has had some use at the Ontario Institute for Studies in Education.

The preparation of high quality curriculum materials in Ontario has been in limbo since the introduction of the credit system and the expanded list of possible textbooks (Circular 14).[143] Publishers in this situation have had no guaranteed market for their materials. Indeed the problem became so intense that a Royal Commission on Publishing reported in 1972. With declining enrolments the marketing situation for publishers becomes even more acute and the commercial prospects even more limited.

There is serious doubt that even if a guaranteed market were created, by, for example, clearly specified guidelines and increased central control over the curriculum, the quality of the curriculum materials would improve. Publishers tend to use the second strategy for developing materials and there is an inclination to proceed hastily. For example, with the new intermediate division guidelines coming out, publishers throughout Ontario are hastily drawing up contracts with teachers and those close to teaching for the publication of textbooks. Some are aimed only at the Ontario market and some at other provinces as well, but in all cases the central direction is to structure the textbooks as closely as possible to the Ministry of Education guidelines. Traditionally, the writing strategy used by people contracted by this method is to identify one of the guideline topics, collect a series of university level textbooks that contain that topic, and then write a brief chapter by borrowing bits and pieces. Laboratory suggestions and other classroom experiences will come from the teachers' background, as will the level of writing.

Contrast this procedure with our fourth, development and field testing strategy. Walker, in a paper prepared for the Curriculum Development Task Force of the National Institute of Education in the United States wrote:

> A major advance in curriculum development has been made over the past two decades. We have discovered how to do intensive pilot development and testing of early versions of curriculum materials so as to improve them substantially before they are marketed commercially. We know that this critical process requires frequent

---

143 Ontario Ministry of Education, Circular 14 Textbooks 1978 (Toronto: 1978).

> interaction between content specialists, curriculum designers, evaluators and teachers. We know that it requires careful trial in classrooms and intensive efforts to determine the effects of these trials on students. We know this, and yet we also know that the process is time-consuming and expensive. Whether we use our knowledge and continue to improve curricula by thorough trials and pilot versions or not depends upon the availability of funds and incentives for good pilot development.[144]

It is our impression that the quality of curriculum materials is not likely to be high if teachers are expected to develop them "on-the-spot", as some have interpreted the intent of the curriculum decentralization concept. Nor are materials likely to be of high quality when publishers commission teachers and others to draught materials "on-the-fly". Thus, one of the central issues in declining enrolment, indeed it is a central issue at all times but more so when the number of children who will be using the materials is limited, is the mechanism for the development of high quality materials. While we have not yet explored the full range of possibilities in this direction, it would appear to us that some elements of the third and fourth strategies should be retained. In some smaller countries, for example, Israel, a special centre jointly operated by the Ministry of Education and a university serves as the central location for the organization of materials development. These and other mechanisms will be investigated by the Commission and, if our thinking is sufficiently advanced, recommended in the final report.

Teachers, Declining Enrolment and Quality of the Curriculum

It will be recalled from our history of Ontario's curriculum philosophy that the confidence and importance assigned to the teacher is central to Ontario's view of how curriculum should be developed. We have noted that this view is not in question, with the possible exception of concerns about the level of teacher expertise to undertake some development functions. There are three sets of issues that emerge when we consider how this plank in Ontario's curricular philosophy may be retained in a time of declining enrolments.

Teacher Morale: This is a topic dealt with elsewhere in this

---

144 Decker, F. Walker, "Approaches to Curriculum Development", a paper prepared for the NIE Curriculum Development Task Force, (1976), p. 31.

interim report. Nevertheless it is important to note here that the attitude and zest with which the teacher approaches his classroom job will greatly influence the quality of learning. At the time of writing we do not have evidence to support this point but we take it, nonetheless, to be a commonplace.

There is, however, considerable evidence that teacher morale is low and may get lower. It can be argued that part of this problem can be laid to their own doorstep, particularly because of their exercise of collective bargaining rights and the inevitable tensions that have developed between teachers and their boards and the community at large. This particular issue will be dealt with elsewhere in our work. However, there is a curricular side to the coin, one which is directly related to the fact of declining enrolments and problems of job security.

With declining enrolments and the possibility of reduced curricular options in schools, it will be increasingly difficult for a teacher to specialize, especially at the secondary school level, in one subject at one level. It will become increasingly rare for a secondary school teacher to be a teacher of only one subject at one grade level. But elementary school teachers will also be influenced as multi-grade classrooms become the rule and as options such as music, sports programs and arts fight to retain a place in the curriculum. Furthermore, it is likely that one of the effects of declining enrolments will be an increased demand for integrated courses of study.

Specialization, which developed to some extent in the elementary school and to a larger extent in the secondary school because of large numbers of students and the credit system, will, it would appear to us, tend to be reversed. Thus, teachers who have been able to explore special areas of personal interest may now find themselves required to teach more general courses. As a result the question of job security for teachers has two new faces -- does a job exist? and can the teacher shift from specialized to more general teaching loads?

One of the issues confronting us, then, is to find ways of increasing teacher morale through humane tenure and reassignment mechanisms. These factors are noted, of course, elsewhere in the report, but we think it

advisable that strong attention be drawn to the curricular consequences of not adequately dealing with the problem. From the point of view of curriculum it is not merely a matter of teachers as an isolated group, but one of the quality of classroom instruction and of the curriculum.

Teachers and Materials: It appears that there has been confusion in Ontario about what decentralization means for the role of teachers in the development of curricula. At one extreme it appears the teachers were expected to develop their own curriculum materials, whereas in other cases the board took over and teachers were expected merely to implement board courses of study. Figure 4.3 presents results of an analysis of the literature on teacher role and curriculum development in North America over the past twenty years.[145] Roughly speaking, the history goes something as follows.

Considerable confidence was at one time placed in the quality of materials. A variety of "teacher-proof" materials were developed to ensure that their ideas were realized directly in the classroom. It was soon realized that this was not effective on a broad scale. Teachers have considerable impact and influence on materials presented to students. For this reason they have frequently been labelled as "conservatives" and "inhibitors of change". As a result it became common practice on an international basis to have extensive workshops and other kinds of implementation activities in an attempt to convert teachers to the ideas built into the curriculum. When even this failed to work selected teachers were brought in on writing teams; some teachers even proposed action research activities as mechanisms for teacher conversion to textbook purposes.

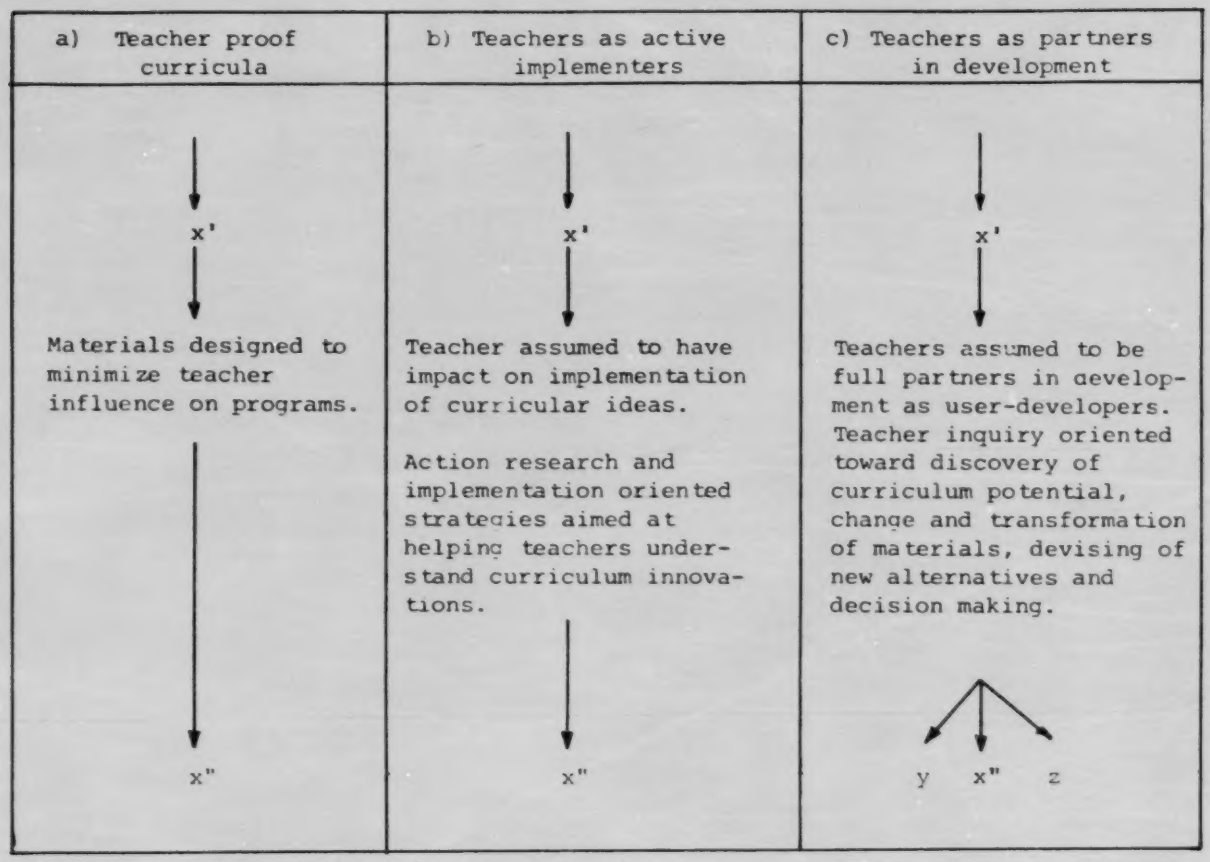
While many have bemoaned this attitude of teachers, others have taken it as a concrete fact to support the philosophy of decentralization of curriculum planning with a highly-visible role for teachers. Willy-nilly, teachers do modify and adapt curriculum to their local circumstances. In short, they do things "their way". Ben-Peretz has taken this notion a step further when she describes the "potential" of a set of curriculum materials.[146] According to Ben-Peretz any given set of curriculum materials may be taught

[145] Connelly, F. Michael and Miriam Ben-Peretz, "Teachers' Roles in the Using and Doing of Research and Curriculum Development", paper in preparation.

[146] Ben-Peretz, Miriam, "The Concept of Curriculum Potential", Curriculum Theory Network 5:2 (1975), 151-159.

Figure 4.3

Possible Interactions Among Teachers,
Curricula and Research Results



Legend: x - developers' curricular ideas

x' - translation of ideas into curriculum materials

x" - implementation of curricular ideas in classroom

y,z - alternative versions of curricular ideas

may be taught in more than one way to achieve more than one curricular goal; there is not simply one set of goals for one set of curriculum materials, but rather an array of possible goals, depending on what the teacher does with the materials. This is a powerful notion that advocates a reexamination of the question of the function of teachers and others in curriculum development.

Broadly speaking, it is possible to imagine a model of curriculum development in which the best possible materials are developed by the best mechanisms we can afford. These materials would then be put into the hands of teachers who would be expected to adapt and adjust those materials to their own purposes, in effect to realize a variety of potentials by bringing different curricular goals to them. In this way high quality materials are not tied to the rigid and abusive notion of having teachers teach from the text and implementors can worry less about whipping teachers into line with textbook intentions. Furthermore there is an economic saving here. The expensive, time-consuming and emotionally draining implementation activities, which are rarely as effective as planned, would no longer be crucial. What would be crucial would be further in-service education of teachers, a point to which we now turn.

Continuing Teacher Education: Our account of teachers and materials in the situation of declining enrolment highlights a number of continuing education needs for teachers. One of these is the expected need to educate teachers for areas in which they are not now currently teaching. A teacher of biology may have to pick up a course in chemistry and the science department may have to reorganize itself along integrated science lines. Furthermore, as individual students and teachers take on increasingly important functions in the development of curriculum, in-service education opportunities in curriculum development will be required. Thus, it appears that in-service teacher education will, at the very minimum, probably need to be organized for three reasons; new subject matter for teachers, reorganized subject matter and curriculum development.

Board Flexibility, Declining Enrolments and the Quality of the Curriculum

Our interviews with boards have made it clear that, in general, flexibility to accommodate to changing circumstances is much greater in an expanding

system new possibilities are consistently emerging. But when fewer children and less money flow into a system it becomes difficult to make adequate accommodations. As Watson noted, this is especially true at the secondary school level where specialization has occurred.[147] There is some indication as this report is written, that recent legislation on collective bargaining (Bill 100),[148] and Regulation 191[149] which specifies certain board requirements in areas such as special education, and the proposed regulation governing elementary and secondary schools which will supersede Regulation 191, further reduce the flexibility of boards in a declining system. As was the case with teacher morale, this matter is dealt with elsewhere in this interim report. Nevertheless, we wish here to draw attention to it, since boards and schools will need a degree of flexibility to accommodate themselves adequately to the effects on curriculum of declining enrolments.

At its extreme, minimum flexibility will result in a simplistic equation between declining enrolments, declining budget and lopped-off courses and programs. It may be that some form of advisory and consulting mechanisms will be required to assist various parties at the local level as accommodations are planned to declining enrolments. We need to ensure that our curricular philosophy is adhered to, or modified in deliberate ways, and that the quality of instruction is maintained at the highest possible level. In this, flexibility will be required.

---

[147] Watson, Cicely, "Address to the Opening Conference of the Commission on Declining School Enrolments in Ontario", (Toronto: OISE, October 14, 1977).

[148] Ontario. Laws, Statutes, etc. An Act Respecting the Negotiation of Collective Agreements Between School Boards and Teachers, 1975. 24 Eliz. 2, ch. 72. Statutes of the Province of Ontario, 1975. (Bill 100.)

[149] Ontario. Legislative Assembly, "Regulation 191 Under the Department of Education Act", in The Revised Regulations of Ontario, 1970, Vol. 1 (Toronto: Queen's Printer, 1970), pp. 1107-1122.

Chapter 5

Educational Administration in Ontario

I. INTRODUCTION

The purpose of this chapter is to describe in general terms the administrative structure of school systems in Ontario, especially at the central office level of both public (elementary and secondary) and separate school systems, and to show how certain external organizations impinge upon that structure and influence its performance.

School systems in Ontario, as in most other jurisdictions around the world, are essentially bureaucratic. Positions and clusters of positions near the top of the hierarchy hold more power and influence than those lower in the hierarchy. School systems are also characterized by the existence of written rules and regulations which impart a measure of impersonality to decision making. On the surface at least, appointments are made on the basis of training and expertise.

The degree of bureaucracy, however, is constrained by two factors. First, quite apart from the formal structure of the system, there is an informal structure which modifies the bureaucratic authority of administrators and operates basically through ancillary organizations and groups and through interactions among administrators across the province. Second, teachers, who are the equivalent of workers in an industrial setting, are at least "semi-professional"[150] and thus the relationship between the teachers and administrators is not strictly hierarchical but is characterized by what Parsons[151] would call a professional relationship. Part of the explanation for the growth

---

[150] Etzioni, Amitai, Modern Organizations, (Englewood Cliffs: Prentice-Hall, Inc., 1964), p. 27.

[151] Parsons, Talcott, "Some Ingredients of a General Theory of Formal Organization", in Administrative Theory in Education, ed. Andrew W. Halpin, (New York: MacMillan Co., 1967).

of "teacher power" is the tension resulting from efforts of bureaucrats to exercise bureaucratic control over teachers who, by virtue of their training and skill, do not respond in a bureaucratic fashion.

A key factor in shaping administrative structure in Ontario is size. School systems in Ontario for the most part are large, as a result of reorganization in 1969. In no other jurisdiction in North America are there as many systems with pupil populations of more than 20,000. Some U.S. states, such as Florida and Maryland, are organized in county systems, but the incidence of large districts is much smaller than in Ontario. New Brunswick is organized into a few large systems but the total pupil population is far smaller than in Ontario. The fact of size has had a tremendous impact on the kinds of ancillary organizations that exist, on in-service efforts and on the delivery of basic services.

II. DEVELOPMENT OF EDUCATIONAL ADMINISTRATION

According to the Directory of School Boards[152] there are 194 school boards in Ontario. Of these, 77 are boards of education and 48 are Roman Catholic county and district school boards. The remaining 69 systems are special in nature, for example, district and area boards in the far north with extremely small pupil populations. These are not important facts in themselves, but they assume importance when compared with the situation only a few years ago. In 1948 there were 4,532 school boards in the province. In 1960 there were 3,676 school boards in Ontario, and in 1967 there were 1,490 boards.

Since the dramatic decrease in the number of boards has had an impact on the way school systems are governed, it is appropriate to study the relationship between the government and local jurisdictions.

The Minister of Education, through the British North America Act, has responsibility for the conduct of education affairs in the

---

152 Directory of School Boards, 1977. Ministry of Education, Mowat Block, Toronto, Ontario.

province, although he has delegated substantial authority to local boards. The regional offices of the Ministry, in effect, constitute the Minister's presence in local areas.

Before 1969 the large number of jurisdictions impelled the government, particularly under the early leadership of Egerton Ryerson, to administer schools centrally through a system of provincially employed inspectors who were often the administrators of small districts. Even in fairly large districts the chief administrator for academic affairs was often provincially employed. But small districts also had a tradition of local control, a tradition deeply ingrained in the consciousness of the citizenry and still today the focus of discussion among parents and trustees. As a result the large number of small districts had the contradictory effect of heightening local and central control at the same time, engendering a built-in conflict between the Ministry (in the person of the inspector) and the local board (in the persons of the board chairman and the business administrator).

Even more crucial for understanding the structure of educational administration in the province today is the effect of increased school district size on central office organization. In general (specific discussion will follow in the next section of this report) the large districts moved toward what is called a "tall" organization, as opposed to a "flat" one. A tall organization has many levels of authority between the lowest level of the organization and the highest, while a flat organization has few levels. For example, one large county board of education (with perhaps 70,000 students) had seven levels between the teachers and the board of education. These are department head or coordinator, vice-principal, assistant area superintendent, area superintendent, associate director and director.

With the growth of size of school jurisdictions, the function of administrators in the province has shifted from direct supervision of classroom activities to the management of the school system.

In addition to the large number of second and third level positions created with the large boards, great numbers of coordinative and other staff positions developed in large systems. There were subject matter specialists, coordinators of specific areas such as special education, research units and, of course, complex business organizations for the administration of budgets amounting to many millions of dollars each year. At the same time, there was still only one administrative head and one board of education. The immediate effect in 1969 of this situation was a period of confusion, sorting out, modification and learning. Individuals who moved into these new positions of responsibility had to learn how to function effectively without much prior experience in such a large arena. Board members had to force themselves to pay less attention to small details. Information overload was common, and decision making was often slow and unsystematic.

The response of school administrators and trustees to these problems was to engage in extensive in-service training. Beginning in 1969, various education agencies, including the Ministry of Education, OISE, the Ontario School Trustees' Council and school administrators (later organized into the Ontario Association of Education Administrative Officials) cooperated on a series of regional and provincial conferences and workshops at which management problems were considered and strategies and procedures for dealing with them worked out.

In the ten years since the reorganization of school boards into larger units, there has been no systematic effort to evaluate the results. It is not known whether the delivery of education services under this system is better than it was with many more jurisdictions. It remains to be seen, also, whether the larger units will appear to be better prepared to deal with drastic declines in pupil population over the next two decades.

III. CURRENT ADMINISTRATIVE STRUCTURES

Very little empirical work on the structure of administration in Ontario has been done. The following is based mainly on a report prepared originally for the McCarthy Commission on the Costs of Education and subsequently published in two journals. The study, of a representative sample of Ontario public and separate school systems, was authored by Hickcox, Ducharme, Ryan and Joyce, completed in 1973 and titled The Shape of the Central Office: A Study of Administrative Staffing in Ontario.[153]

Four types of organizational patterns were identified:

(1) Pure Area: The district is divided into areas based on geography or some other criteria, such as elementary or secondary jurisdictions. An official is responsible for each area and reports directly to the chief executive officer.

(2) Tiered: There are functional superintendents responsible system-wide for curriculum, students services and the like. There are area superintendents at the next level reporting to one of the functional superintendents who in turn reports to the chief executive officer.

(3) Combination: Superintendents have system-wide functional responsibilities as well as area responsibilities.

(4) Functional: There are no area superintendents. Principals are responsible for the development of common programs in their own areas and report directly to the system-wide functional superintendents.

Table 5.1 reports the distribution of districts and compares the distribution with earlier data.

---

153 Hickcox, E.S., D.J. Ducharme, D.R. Ryan and H.D. Joyce, The Shape of the Central Office: A Study of Administrative Staffing in Ontario. Unpublished report, Department of Educational Administration, The Ontario Institute for Studies in Education, (Toronto, 1973).

TABLE 5.1

SCHOOL SYSTEM FREQUENCY
BY ORGANIZATIONAL TYPE: 1971 and 1972
REPORTED IN PERCENTAGES

	Organizational Type				
Year	Pure Area	Tiered	Combination	Functional	Not Known
	%	%	%	%	%
1971 *n=63	7	47	10	30	8
1972 *n=29 (Present study sample)	7	41	34	10	7

The sum of the percentages is not 100 because the numbers were rounded off.

* n = Number of school systems surveyed

In two categories, combination and functional, there was considerable shift. The proportion in the combination category increased by about 25 percentage points while the proportion in the functional category decreased by about 20 percentage points. The proportion in the other categories remained about the same.

Within the combination and tiered categories, an organization developed, especially in the larger systems, called the "family of schools." An area or region of a system was considered a "family" with elementary schools feeding into a particular high school, or in some cases, several high schools. An area superintendent was placed in charge of this "family" which for the most part operated as a self-contained school system in terms of staff appointments, distribution

of resources, evaluation and a myriad of other functions. This became a means of sustaining some sort of local identity within the larger system.

Although we do not have precise data, it appears that this concept has become pervasive in districts of more than 15,000 students. Smaller districts generally operate with either a pure area or a pure functional plan with school principals performing some functions held by central administrators in larger systems.

A major question that always confronts decision makers in education is, What is the appropriate size for a central office? How many administrators are needed? Although there is no foolproof way yet to determine absolute size, just as there is no way to determine from an education viewpoint the optimum class size, there is useful information to be gained by comparing systems. In the study serving as a base for this discussion, extensive analysis of central office staffing per pupil was carried out.

Table 5.2 reports the average number of central office staff per thousand students for systems in the sample. Central office staff includes academic officials, business officials, academic and business support staff, coordinators and consultants, clerks and secretaries. In general, the category included any person who spent less than 50% of his time in any one school in the system. Excluded were categories of staff such as itinerant teachers, bus drivers and custodial staff.

In terms of size alone, the lowest ratio boards tended to be the medium sized ones. That is, there were more central office personnel per thousand students in both small and large systems. Although these differences are not startling in magnitude, they are in line with other studies in Alberta and in the U.S. suggesting that, at some point, economies of scale come into play -- for a while. When a board becomes large, it develops the highest ratio of central office staff per thousand students. As noted earlier, the large boards generally are the ones that have adopted relatively tall organization structures.

TABLE 5.2

AVERAGE NUMBER OF CENTRAL OFFICE STAFF PER THOUSAND STUDENTS BY STATUTE STATUS AND SIZE OF SYSTEMS: 1972

	School Board Size						
	Small (under 15,000)		Medium (15,000-30,000)		Large (over 30,000)		Average
Statute Status	n*	Staff per thousand	n*	Staff per thousand	n*	Staff per thousand	Staff per thousand
Boards of Education	4	3.50	7	3.47	7	4.36	3.82 of 18 offices
Separate School Boards	6	4.73	4	4.43	1	4.29	4.58 of 11 offices
Totals	10	4.12	11	3.95	8	4.32	4.20 of 29 offices

*n = number of boards

Comparing public and separate school boards, we find some rather strong differences. Public school boards had a lower ratio than separate school boards by about 0.80 per thousand students, quite a significant difference clearly evident for the small and medium sized boards. There was only one large separate board in the sample and it cannot be said to be representative.

Assuming that it was possible to generalize from the sample to the total population at the time of the study, some general observations can be made.

The tendency for medium sized boards to be the most efficient may be due to economy of scale. Small boards are required to have a minimum number of people working, even when the population doesn't

warrant it. Large boards, on the other hand, reach a point where the bureaucratic structure eats up resources out of proportion to work performed. That may be why large boards cost the most, or it may be true that larger boards offer more services than smaller ones with resulting greater need for central office personnel.

The differences between public and separate school systems are difficult to explain without further study. One possible explanation is that since separate systems tend to be smaller, there will be generally smaller schools, requiring more specialized functions to be carried out at the central office. But small public school boards, with theoretically the same situation, operated far more efficiently, according to these data.

The study examined in some detail other variables related to organizational structure. Without going into the findings exhaustively, we present a brief summary.

(1) There is a slight curvilinear relationship between size of system and central office. At some point we may be able to establish an optimum size for a central office. Given that no studies yet conducted anywhere have shown conclusively that educational output has any relationship to size, this could be an important finding, suggesting that decisions on size could be made purely on a cost basis without hindering the potential for educating children.

(2) It is the larger boards which have the highest administrative staff-pupil ratios and the highest cost per pupil.

(3) In general, separate school boards have higher ratios and higher costs per pupils than public school boards. Possible reasons range from the necessity to hire religious education consultants, to the fact that separate systems are mainly elementary, to the idea that separate school systems generally have smaller schools requiring more central office support. We do not have data to comment on these possibilities.

(4) The data on job categories show that coordinators and consultants and clerks and secretaries have high ratios and costs

compared to other categories. Senior officials, both academic and business, have relatively low ratios and costs. Whereas the emphasis on coordinators and consultants may be of concern, it is at least true that these positions bear a more direct relationship to education programs than some of the other categories.

(5) Increases in numbers of central office staff since 1969 considered on a per pupil basis are very large, especially when compared with pupil population increases. It must be assumed, however, that the beginning point in 1969 found most central office staffs undermanned. The increase for coordinators and consultants is less than for most other categories, and in some instances shows a decrease in percentage terms from 1969.

(6) On a number of other variables the following generalizations are possible: high ratio boards are found in urban areas, tend to have tiered as opposed to combination administrative structures, are located in the eastern rather than the northern and southern part of the province, and tend to have a strong French influence.

It is difficult to determine what has happened administratively since the 1973 study without resorting to conjecture. We have noted earlier that larger systems seem to have adopted the family of schools concept. Some boards are considering the consolidation of some of the families in the face of declining enrolments. Economic stringencies have caused some school districts to reduce the number of central office administrators, but we cannot document the extent of this or expect it to be general. As a matter of fact, one director of a large northern board said in a recent interview, somewhat to our surprise, that the number of administrators at the central office would probably remain the same in his district, even in the face of a severe decline in enrolment. He claims that because of geography, functional duties and other factors, it would take as many central office personnel to administer a 20,000-pupil system as it would a 30,000-pupil system.

Rather than a reduction in force at the administrative level, at least up to this point, there has been a shifting of functions. The growth of power of the teacher federations and heavy emphasis on contracts and negotiations has shifted energies at the central office level. Budget preparation, negotiations and legal activities growing out of contract disputes occupy more and more administrative time. Since it is common these days to involve all levels of the system in decision making, administrators, who in actual numbers are in a minority in a district, find themselves heavily engaged in committee work, more so than in the past. Even the appointment of committees is time consuming because of the necessity to ensure that all appropriate constituencies are represented.

Prior to reorganization in 1969, decision making in school systems was generally highly centralized, or shared by two offices. Educational matters usually were decided by the superintendent (in separate school systems) or the director (in public systems) or by the provincially employed inspector in those systems not large enough to employ their own administrator. Financial matters were the responsibility of the business administrator who might or might not be professionally trained. This individual often was a board member or a former board member who acted as the treasurer of the district. In a sense, there was dual control, a concept which, with one exception in the province, no longer characterizes any system. Whereas some administrators in a system, e.g. principals and coordinators, might be consulted about education policy, there was little sense of collaborative or participatory decision making elsewhere. The typical administrator or business official considered himself totally responsible for both making the decision and implementing it.

Since 1969 a major shift in decision-making patterns has appeared. Most boards now operate with an executive council or administrative council, consisting of the top supervisory officers in the district, including the business administrator. While most chief executive officers retain veto power, the decision-making process is generally collaborative with involvement of top administrators in the

district. The thrust toward collaboration has been strengthened by the increasing complexity of school operation. It is virtually impossible, given current political forces, complex curriculum issues and complicated budget processes, for one individual to make all the important decisions in a system.

In many jurisdictions the secondary school principal has assumed a stronger position as manager of the school. Traditionally he has hired staff, but now he assumes the responsibility for budget in all areas except teachers' salaries. The elementary school principal, who has become more highly qualified, now manages staffing functions as well as budget, and is becoming more skilled in curriculum development. In both cases supervision of teachers is done almost entirely by the principal, with the area superintendent acting as a back-up or advisor.

A significant number of systems (no precise data are available), following recommendations contained in the manual Developing School Systems,[154] employ an elaborate decision-making process involving a series of overlapping groups. In this way, principals and teachers may have a significant part in the process. The Hastings County Board of Education, for example, has developed such an elaborate system.

It is probably fair to say that the power and authority of the central office in most school systems has been eroded by the emergence of organized teacher federations. In addition, community groups in some localities have assumed influence in certain kinds of decisions, especially those affecting individual schools.

The traditional alliance between the school board and the chief administrator for purposes of decision making is in a state of flux. It is difficult to imagine what processes will emerge as

---

[154] Greenfield, T.B., J.H. House, E.S. Hickcox and B.H. Buchanan, Developing School Systems: Planning, Organization and Personnel, (Toronto: OISE, 1973).

school systems face the major decisions that will accompany drastic enrolment declines.

IV. EXTERNAL INFLUENCE STRUCTURE

Understanding the administrative operation of school systems in Ontario requires some awareness of the impact of ancillary or external forces. Four such forces will be discussed briefly.

1. Certification and Training

In order to hold a supervisory officer's position in Ontario, an individual must hold a Supervisory Officer's Certificate. Generally such positions carry titles such as director, superintendent, business official, assistant superintendent. Coordinators and principals are not required to hold supervisory certification.

There are two types of supervisory certificates. One applies to academic officials and requires that a written and oral examination conducted by the Ministry of Education be passed and that the applicant have seven years of successful teaching experience, a permanent teaching certificate valid in Ontario (requiring Ontario teaching experience), and either one of several School Principal Certificates or a Master of Education degree. The second supervisory certificate applies to school business officials. The applicant must pass a written and oral examination administered by the Ministry and have seven years of successful experience as a business administrator including two years in the employ of an Ontario board, a B.A. degree or equivalent and either a master's degree (in education or business administration) or a certificate from the Certificate Program in School Management offered by the Ontario Institute for Studies in Education.

Although we have not examined in detail the intricacies of the certification regulations (and there are many), the foregoing description provides enough base for some comment.

First, control of certification is with the Minister of Education, although some encroachments on his absolute power are evidenced through the provisions for course work and degrees. It is officials at the Ministry, rather than practicing administrators or universities, who determine, through the examination process, exactly who will hold supervisory certificates. Without commenting on whether this is a good thing, it is clear that the values held by Ministry officials about skills and attitudes required for the practice of administration in Ontario, are the values which determine selection and ultimately the characteristics of practicing administrators.

Second, the regulations ensure that a substantial part of every supervisory officer's experience will have been in Ontario schools. Although the Minister has made an exception in one case within the past year, there is practically no chance for administrators from outside the province to obtain top positions here without years of apprenticeship. For all intents and purposes, it is a closed shop. Whereas the regulations in Ontario are generally more restrictive than in most other jurisdictions in North America, the size of the province probably ameliorates to some extent the negative aspects of inbreeding.

The notion of specialized training for administration is of fairly recent origin. The current regulations, for example, date from 1974. Prior to that there was no requirement specifying an advanced degree.

To understand how administrators are trained in Ontario, one must examine the essential career pattern. The typical administrator was first a teacher. As he moved to a principalship, he may have taken some courses in administration at a university, but basically he worked through a series of Ministry-sponsored courses and workshops, leading to the Principal's Certificate. More recent holders of the Supervisory Officer's Certificate may have obtained master's degrees in administration at OISE or one of the six other universities which have developed programs in educational administration. A very few have obtained doctorates either at OISE or at Ottawa or at some other university outside the province.

There have been some distinct shifts in recent years in the content of formal training. In the early years aspiring administrators were exposed to courses which emphasized what is generally termed the "nuts and bolts" approach. The short courses and even the university-based courses dealt with practical aspects--how to administer the custodial staff, how to prepare a budget, how to supervise teachers, how to build the timetable. In more recent years the emphasis in both Ministry-sponsored and university-based experiences has moved to concern with human relations and an understanding of more theoretical concepts (i.e. leadership or economics or political science). In addition, there is now more concern with developing an understanding of planning principles, coordination of staff, decision making, innovation and conflict management. In short, there is a drift toward a management orientation as opposed to a master-teacher orientation.

In the mid 1950's a summer course for secondary school principals was established by the Ministry. A second course was required in the mid 1960's, as well as a course for elementary school principals. In the early years these courses dealt with the techniques of operating a school, but later included leadership and management theory. At present all new appointees must have the required qualification.

In the general sense, however, formal training for administration in Ontario is not really systematic. There is little coordination among training institutions and little sense of any policy to guide the content of administrative training. The result, more so now than in the past, is a sense that the certificate does not imply that the holders possess a common body of knowledge, although the constraints brought about by the examination and experience requirements imply a common set of values and a common ideology.

2. The Ontario Association of Education Administrative Officials

Since 1969 supervisory officers in Ontario have banded together into a professional organization called OAEAO, which has gained strength each year through a variety of activities. It employs an executive director and a small staff. With somewhat limited resources (potential membership is only about 600), it has developed position papers on a number of important issues, made representation to the Ministry for purposes of influencing policy and engaged in in-service activities for its members through its annual convention and a workshop series. Further, it has acted as a vehicle for handling grievances for its members who encounter problems with board or teacher groups.

There is no research to demonstrate the impact OAEAO has had on the functioning of school boards in the province, but it would appear that its increasing concern with provincial policies affecting administrative functioning and the welfare of its members has potential for influencing the thinking of most administrators.

3. The Ontario Teachers' Federation

Elementary and secondary school principals must be members of the teachers' union. At times when sanctions are being imposed on the boards by the union, the principal is caught between the two forces. On the one hand he is manager of the school by law and responsible to the employer. On the other hand he is a member of the organization which is striking or working to rule. Traditionally he has been the senior teacher in the building under his jurisdiction, and as such he has been a member of the teaching body. Events of the last few years have made it difficult to maintain this dichotomy.

4. The Ontario School Trustees' Council

The Ontario School Trustees' Council is an umbrella organization for trustee organizations in the province. Even before 1969, OSTC engaged in extensive in-service activities for school board members and top administrators. As a result of a long series of conferences, workshops and meetings dealing with the relationship between trustees and administrators, activities that were shaped to an extent by the

ideas of practicing administrators in the province in cooperation with university, Ministry and trustee personnel, a rather close relationship between OSTC and administrators on the political level has developed.

Although the emergence of OAEAO and some internal difficulties among constituent trustee organizations has diminished the intensity of this cooperative relationship, there are strong calls from both administrators and trustees for increased interrelationships. Both groups see the logic of continued and increased cooperation, especially on the political front, and one might expect such cooperation to increase in the face of problems related to declining enrolments.

Questions and Issues

1. What changes, if any, should be made in the allocation of control to the central and local authorities, or are the school boards really no more than "creatures" of the provincial government through the Ministry of Education? To what extent should indirect central control, through guidelines, cost ceilings, incentives, regulations, be continued and extended?

2. At the local level, should financial decisions rest with the school board, or should a form of referendum of the local ratepayers be introduced? Also, what changes need to be made now in the relationships between school boards and local or regional municipal authorities?

3. Can reasonable ratios be established between size of administrative staff to size of instructional staff, number of local units, and school enrolment?

4. Are there too many education associations, giving rise to fragmentation of authority and influence as well as conflict of interests?

5. What is the most appropriate form of training and certification for management of decline (administrators, supervisors, principals, trustees, etc.)?

CHAPTER 6

THE TEACHING FORCE IN ONTARIO: CHARACTERISTICS AND ESTIMATES OF PRESENT AND FUTURE SUPPLY AND DEMAND

Contrary to our original expectations, this chapter must of necessity be brief and based only on existing data. As indicated earlier I have been unable to secure in time projections of population for the province and its counties and districts by ages based on the 1976 census results. Moreover, I still do not have the figures for the enrolment in this province by boards and by grades for September 30, 1977, despite great efforts made to secure them in time for my interim report. Some of the specific data on teacher characteristics is also not up to date, so that a full report on these topics must be prepared and issued separately as soon as the needed data become available. At that time, too, the projections given in this section will be updated and extended forward in time.

Teacher Education in Ontario

For the purposes of the Commission, a detailed history of pre-service teacher education in this province has been prepared by Dr. Willard Brehaut and Dr. Al Fiorino but need not be included here. Their report will, however, be published by the Commission and distributed widely at a later date. For the present section, it is sufficient to note that all prospective teachers entering the Ontario Teacher Education Colleges (OTEC), at Hamilton and Toronto, or the faculties of education at the University of Windsor, Brock University, the University of Western Ontario, York University, the University of Toronto, Queen's University, Universite d'Ottawa, Laurentian University and the Lakehead University must either hold an acceptable university degree before entering the teacher education program or secure one as part of the program of teacher education.

The history and present stage of development of in-service or professional development programs are not so well known and, in view of the enhanced importance of such programs under present conditions of declining enrolment, the following brief statement has been prepared for us. Readers

will note that the history of professional development is a long one, extending back over 75 years now, and within the last few years, as the report shows, the Ministry of Education has established a new policy which will greatly increase the provisions for professional development of teachers through in-service education.

The History of Professional Development in the Ministry of Education

Since 1902, the Department of Education has been providing in-service or professional development courses for persons holding a basic teaching certificate valid in Ontario schools. The courses were to provide opportunities for specialization and assist teachers to keep abreast of the developments in the profession.

By regulation, courses for department credit had to be of five weeks duration. In 1975 the regulation was changed to a minimum of 125 hours of instruction for a credit.

Previous to 1957 locations for the Department summer courses were restricted mainly to London, Hamilton, Toronto, Ottawa and Thunder Bay areas. In 1957 courses were established where there was sufficient demand and within the restrictions of the budget. This was to cater to the teachers who were unable to leave home for five weeks to attend classes in an urban centre.

In 1971 the Department offered twenty-two different types of courses and fifty-one summer schools located in twenty-five centres. The factor which contributed to this growth was the establishment of new standards for an Elementary School Teacher's Certificate in 1962. In addition, boards tended to tie their salary schedules to the types and numbers of specialist certificates held. In this period, the number attending summer courses reached 14,807.

In a response to the McLeod Report, in the school year 1970-71 arrangements were made for the universities to be responsible for operating courses in physical and health education and guidance and in 1973 dramatic arts was transferred to the universities. In 1972 the Professional Summer Courses for Teachers Booklet included both the Ministry of Education and the Colleges and Faculties of Education summer course programs. In 1973

the booklet was issued in both French and English for the first time. Also in 1973 the change from the Department of Education to the Ministry of Education took place.

In 1964 the Minister granted permission to school boards to sponsor winter courses for credit under the following terms:

> The sponsoring board submit to the Department an application on the forms provided indicating the names and qualifications of the instructors, the dates and times of the sessions and outlines indicating the content of the courses. It is interesting to note that in the winter of 1964-65 there were 519 enrolled and in 1970-71 the figure is 8,273 candidates.

About 1972, because of the adverse effect of the winter course announcements on planned summer courses, it was decided that the board-sponsored winter courses would be controlled by the offerings of both the universities and the Ministry of Education summer courses.

In the spring of 1972 the Curriculum Services Branch was formed and one of its responsibilities was the professional development of the educators both within and without the Ministry. Previous to this move, the funds for the university courses were transferred from the Ministry of Education to the Ministry of Colleges and Universities for those courses conducted by the universities.

By 1976 the Ministry of Colleges and Universities had decided they would fund only courses that were for degree credit. Such courses that were not for degree credit were returned to the Ministry of Education for funding. In 1976, the Professional Development Section in the Curriculum Services Branch became the Professional Development Branch carrying the same responsibilities and several additional ones, such as supervisory officers' examinations.

In 1957, the first five-week school principals' course was operated and issued certificates valid in high schools, collegiates, vocational schools and composite schools. In 1966 the first Elementary School Principals' Course was conducted and graduates received the Interim Elementary School Principal's Certificate. This course and Part I of the Secondary School Principals' Course were offered by the Ministry in

three centres, the University of Western Ontario, University of Waterloo and Queen's University campuses. These courses are now offered in seven different centres and for the first time in 1978 there will be a course that is entirely in French rather than bilingual.

Over the years since 1962, the majority of persons attending the summer courses has been elementary school teachers who wished to increase their category and hence their salary. At the present time, both elementary and secondary teachers appear to be adding to their capabilities as teachers to cope with job redundancy and falling enrolments.

Ministry of Education Plans Relating to Future Professional Development Activities and Programs

With the establishment of a new Professional Development Branch in September, 1976, the Ministry of Education has embarked upon a comprehensive review of past policy and a laying of foundations for an integrated approach to professional development of teachers and other educators, all a worthwhile course given the new realities faced by Ontario in the 1980s.

The Professional Development Branch is pursuing both short-term and medium-to long-term plans in an effort to be more precise in needs identification, while still providing leadership and strategies to rationalize the available resources to meet these needs. In the short-term, a number of courses directly operated by the Ministry of Education in the summer months are being transferred to faculties of education while similar programs operated by school boards during the winter months will now be operated by faculties of education instead. This latter will occur wherever a faculty of education is prepared to offer the same favourable circumstances with respect to course location, admission requirements, etc., as were used when such courses were offered by school boards. While such strategies utilize faculties' expertise in given subject areas and administration, it should be pointed out that even the largest faculties in the province still must recruit highly specialized instructional staff from outside their ranks to mount the programs on

a scale approaching that of summer programs operated directly by the Ministry.

New detailed financial analysis relating to the unit costs of such professional development courses for teachers and principals indicate an unsuspected degree of sensitivity to considerations of economy of scale. For this reason, the Ministry will likely pursue a very cautious approach to funding or operating programs for which the demand at a given time or in a given area is very low. The necessity, therefore, to have a reasonably precise picture of the level of needs for a particular course is recognized. Moreover, for courses that will be characterized as low demand programs the Ministry will follow the option of offering such programs every second year rather than annually.

Increasingly the Ministry is looking at professional development growth experiences that will be low cost in operation with relatively high pay-off for the individual teachers or educators involved. The frustration level in professionals already witnessed indicates the necessity of moving to fairly high levels of involvement in such programs at a time when the lack of both horizontal and vertical mobility for such professionals makes its full impact. Exchange programs for teachers, principals and supervisory officers will receive increased attention.

With respect to professional development programming for educators at the administrative levels, the Ministry will continue to support and encourage the Ontario Council for Leadership in Educational Administration (OCLEA) model in which experts in various areas have been prepared to donate their time to operate seminars and workshops of a short term nature on a try out as well as a "customized service" basis. The latter type of seminar has been greeted with strong demand and involves OCLEA using its expertise to identify appropriate resources to meet specific needs. This cooperative OCLEA model has been successful in operating many seminars at a cost approximating one-third of that which would normally be required if all of the instructional staff were paid at the normal rate.

The continued development of expertise on the part of teachers and

other educators in planning and executing professional development activities without leadership from professional teacher educators is a course that will be pursued. Such encouragement and stimulation is largely done through the Regional Professional Development Plan which was administered through the regional offices, involving members of federations, boards and the Ministry.

Major Characteristics of the Current Teaching Force

The major characteristics on which we will report at this time, separately for the most part but with cross-classifications where useful, are as follows:

a) age
b) experience
c) sex
d) qualifications
e) position
f) salary

These will be for the province as a whole, generally speaking, but some later tables will report summary values by region* and board. For one group, the secondary school teachers, we will report upon mobility of teachers although similar data are not available at this time for the elementary school teachers (the special tabulation of this being made for us by Statistics Canada is not ready for this report).

To provide the background against which the details of the present staff may be studied, it is important to realize how rapidly the teaching force has grown in numbers, and that some sectors have already begun to shrink in size. Table 6.1 gives the historical background of numbers, separately for type of school, for the period 1950-51 to 1976-77. Naturally, the force grew rapidly during the periods when the children from the Baby Boom, and from interprovincial and international migration, flooded our school system. The preliminary effects of declining enrolment on staffing are already evident for elementary schools, but not yet for secondary schools since the latter did not reach peak enrolment until last September.

---

*The former regions of the Ministry were used here.

TABLE 6.1

GROWTH OF TEACHING FORCE* IN ONTARIO, 1950-1976

YEAR	ELEMENTARY			SECONDARY TOTAL	GRAND TOTAL
	Public Total	Separate Total	Total		
1950-51	17,321	3,928	21,249	5,795	27,144
1951-52	18,157	4,170	22,327	6,016	28,343
1952-53	19,307	4,451	23,758	6,269	30,027
1953-54	20,532	4,843	25,375	6,495	31,870
1954-55	23,369	5,764	29,133	7,484	36,617
1955-56	22,018	5,515	27,533	7,357	34,890
1956-57	23,246	6,055	29,301	8,036	37,337
1957-58	24,309	6,549	30,858	8,669	39,527
1958-59	25,752	7,322	33,074	9,573	42,647
1959-60	27,261	7,980	35,241	10,464	45,705
1950-61	28,070	8,463	36,533	11,478	48,011
1961-62	28,930	9,149	38,079	12,850	50,929
1962-63	29,544	9,705	39,249	14,923	54,172
1963-64	30,495	10,380	40,875	17,170	58,045
1964-65	31,505	11,245	42,750	19,205	61,955
1965-66	32,783	12,184	44,967	21,659	66,626
1966-67	34,488	13,159	47,647	24,242	71,889
1967-68	36,722	14,296	51,018	27,164	78,182
1968-69	39,290	15,297	54,587	30,203	84,790
1969-70	41,373	16,214	57,587	32,342	89,929
1970-71	42,451	16,856	59,307	33,693	93,000
1971-72	41,588	16,741	58,329	34,469	92,798
1972-73	41,163	16,828	57,991	34,549	92,540
1973-74	39,803	16,827	56,630	33,889	90,519
1974-75	39,748	16,930	56,678	34,231	90,909
1975-76	40,711	17,456	58,167	34,826	92,993
1976-77	40,464	17,343	57,807	35,352	93,159

* Full-time Teachers

Source: Annual Reports of the Minister of Education.

Knowing how rapidly our systems expanded, one would naturally expect to find a relatively young teaching force and one with few years of experience. The distributions of Table 6.2, by age, and Table 6.3, by experience, show the extent to which this is true, and naturally give a clear hint of future problems arising from lack of opportunities for vertical and lateral mobility when the system begins to contract. Also, by giving in the upper ranges the ages and experience by single years, I have drawn attention very specifically to the point to be emphasized later, namely that very few in relative or in absolute terms are nearing the position where early retirement (even with generous incentives) will provide a possible relief in terms of upward mobility, number leaving the profession or reduction in the number of high salaries for the older and more experienced teachers.

As regards qualifications, and of course using the existing system of certification, not that tentatively proposed by the Ministry of Education for future use, I have given in Table 6.4 the qualifications of the public school teachers of 1976-77 cross-classified by experience, and the same for Roman Catholic separate school teachers in Table 6.5, for all elementary school teachers in Table 6.6, and for secondary school teachers, again cross-classified by experience in Table 6.7. Clearly, in all groups, there are found large numbers with high level certification, which means higher salaries according to the salary schedules commonly used. The appropriate salary schedules representing provincial averages are also shown in Tables 6.4 to 6.7. As experience increases the salaries will also automatically increase and within a few years (given little or no mobility into and out of a school system) a board will find itself with not only an aging but a very expensive teaching force. That will be a new experience for nearly all boards outside the larger urban centres, since the period of rapid expansion of the system meant most teachers were inexperienced, with lower level qualifications and consequently lower salaries. Naturally, too, any of the teachers who moved to other systems, or retired, were replaced by young inexperienced teachers at lower salaries. (It was not unusual to find, in terms of total salary paid, an exchange rate of two for one).

To illustrate the existing relationships between experience,

TABLE 6.2

AGE DISTRIBUTION OF ELEMENTARY AND SECONDARY SCHOOL TEACHERS IN ONTARIO
BY AGE AND AGE GROUP AND BY SEX, 1976-77

AGE	ELEMENTARY SCHOOLS*			SECONDARY SCHOOLS			ALL SCHOOLS		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
19 and under	2	17	19	0	0	0	2	17	19
20-24	612	3678	4290	170	314	484	782	3992	4774
25-29	5657	14,072	19,729	2524	2555	5079	8181	16,627	24,808
30-34	4913	7090	12,003	5619	2428	8047	10,532	9518	20,050
35-39	3147	4780	7927	5120	1178	6298	8267	5958	14,225
40-44	1524	3116	4640	3609	895	4504	5133	4011	9144
45-49	913	2450	3363	2666	843	3509	3579	3293	6872
50	127	385	512	420	136	556	547	521	1068
51	116	363	479	401	128	529	517	491	1008
52	98	349	447	404	135	539	502	484	986
53	86	361	447	343	143	486	429	504	933
54	67	289	356	347	121	468	414	410	824
55	55	269	324	310	136	446	365	405	770
56	59	239	298	249	106	355	308	345	653
57	47	232	279	227	102	329	274	334	608
58	31	175	206	189	93	282	220	268	488
59	21	177	198	144	76	220	165	253	418
60	24	185	209	138	68	206	162	253	415
61	30	182	212	103	69	172	133	251	384
62	17	141	158	108	52	160	125	193	318
63	14	110	124	68	39	107	82	149	231
64	3	53	56	42	26	68	45	79	124
65 years or over	5	19	24	19	17	36	24	36	60
Not reported	77	170	247	1726	1706	3432	1803	1876	3679
Total	17,645	38,902	56,547	24,946	11,366	36,312	42,591	50,268	92,859
Average age	33.6	33.7	33.7	39.2	36.7	38.5	36.9	34.4	35.6

*Total Elementary School Teachers, Public and RCSS Schools.

Source: Elementary Teacher Information File, Ministry of Education; Ontario Secondary School Teachers' Federation File.

TABLE 6.3

DISTRIBUTION OF ELEMENTARY AND SECONDARY SCHOOL TEACHERS IN ONTARIO
BY YEARS OF TEACHING EXPERIENCE AND BY SEX, 1976-77

YEARS OF EXPERIENCE	ELEMENTARY SCHOOLS*			SECONDARY SCHOOLS			ALL SCHOOLS		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Under 1	864	1,938	2,802	1,149	1,055	2,204	2,013	2,993	5,006
1-4	3,773	8,657	12,430	4,067	3,275	7,342	7,840	11,932	19,772
5-9	5,112	13,550	18,662	8,206	3,996	12,202	13,318	17,546	30,864
10-14	3,567	6,762	10,329	6,863	1,840	8,703	10,430	8,602	19,032
15-19	2,375	3,863	6,238	2,656	608	3,264	5,031	4,471	9,502
20-24	1,018	1,973	2,991	1,082	261	1,343	2,100	2,234	4,334
25-29	631	1,200	1,831	545	115	660	1,176	1,315	2,491
30	82	151	233	78	19	97	160	170	330
31	39	117	156	43	17	60	82	134	216
32	33	132	165	36	11	47	69	143	212
33	24	118	142	30	15	45	54	133	187
34	27	78	105	16	15	31	43	93	136
35 or more years	56	258	314	61	29	90	117	287	404
Not reported	44	105	149	114	110	224	158	215	373
Total	17,645	38,902	56,547	24,946	11,366	36,312	42,591	50,268	92,859
Average years of experience	9.9	9.3	9.5	9.7	7.1	8.9	9.8	8.8	9.3

*Total Elementary School Teachers, Public and RCSS Schools.

Source: Elementary Teacher Information File, Ministry of Education; Ontario Secondary School Teachers' Federation File.

TABLE 6.4

TEACHER DISTRIBUTION AND AVERAGE SALARY SCHEDULE OF PUBLIC ELEMENTARY SCHOOL TEACHERS IN ONTARIO BY CERTIFICATE LEVEL AND YEARS OF EXPERIENCE 1976-77

EXPERIENCE	TEACHER DISTRIBUTION						
	Certificate Level						
	1	2	3	4	5	6	7
0	37	15	9	415	977	278	255
1	59	40	31	348	1,137	324	312
2	82	100	86	264	851	209	239
3	121	213	222	218	789	203	169
4	267	259	266	270	864	234	179
5	461	457	345	211	702	217	162
6	586	717	495	221	765	229	144
7	374	1,068	641	160	840	224	129
8	283	793	549	150	665	214	119
9	232	549	859	164	620	235	110
10	166	388	653	169	725	359	189
11	126	366	361	73	371	335	222
12	107	269	319	69	319	194	131
13	88	230	249	49	275	191	100
14	79	315	378	82	333	288	141
15	52	199	227	52	190	183	112
16	330	1,507	1,932	408	1,073	1,024	586
Total	3,449	7,483	7,624	3,322	11,493	4,939	3,298

EXPERIENCE	CALCULATED AVERAGE SALARY SCHEDULE						
	Certificate Level						
	1	2	3	4	5	6	7
0	8,758	9,468	10,095	11,579	12,113	13,270	13,947
1	9,360	10,097	10,794	12,324	12,900	14,141	14,874
2	10,130	10,887	11,662	13,263	13,879	15,235	16,023
3	10,753	11,527	12,357	14,010	14,665	16,105	16,936
4	11,377	12,162	13,046	14,762	15,450	16,977	17,853
5	12,008	12,803	13,744	15,513	16,241	17,846	18,769
6	12,646	13,623	14,619	16,448	17,217	18,937	19,909
7	12,850	14,223	15,320	17,200	18,012	19,809	20,814
8	12,882	15,127	16,033	17,955	18,804	20,678	21,733
9	12,891	15,135	16,687	18,663	19,552	21,553	22,645
10	12,892	15,135	17,247	19,359	20,311	22,384	23,578
11	12,892	15,135	17,362	19,627	20,675	22,942	24,262
12	12,892	15,135	17,391	19,664	20,742	23,131	24,587
13	12,892	15,135	17,391	19,680	20,758	23,187	24,664
14	12,892	15,135	17,391	19,681	20,759	23,188	24,700
15	12,892	15,135	17,391	19,681	20,759	23,188	24,700
16	12,892	15,135	17,391	19,681	10,759	23,188	24,700

ALLOWANCES TO TEACHERS ON THE REGULAR GRID DISTRIBUTION

Allowance	Number Receiving Allowance	Average Allowance 1976-77
On Grid Principals	660	5,085
On Grid Vice-Principals	708	2,504
Responsibility	2,200	1,611
Merit Pay	-	-
Isolation	77	453
Related Experience	475	462
Extra Degrees	1,022	582
Special Education	1,748	601
Cost of Living	12,730	284
Other	773	961
Total	20,392	732

SALARIES TO TEACHERS NOT ON THE REGULAR GRID DISTRIBUTION

	Number	Average Salary 1976-77
Principals	1,918	29,868
Vice-Principals	503	26,687
Co-ordinators & Consultants	105	28,633
Pre-Category Teachers	3	18,025
Other	52	24,215
Total	2,580	29,072

Source: Teachers' Salary Data Base--Ministry of Education.

TABLE 6.5

TEACHER DISTRIBUTION AND ADVERAGE SALARY SCHEDULE OF R.C.
SEPARATE SCHOOL TEACHERS IN ONTARIO BY CERTIFICATE LEVEL AND YEARS OF EXPERIENCE, 1976-77

EXPERIENCE	TEACHER DISTRIBUTION						
	Certificate Level						
	1	2	3	4	5	6	7
0	52	23	20	276	544	145	151
1	71	42	18	158	475	112	154
2	72	46	34	144	359	121	174
3	111	159	155	129	356	103	133
4	189	190	173	134	289	113	100
5	265	333	215	98	332	79	98
6	315	374	281	77	290	93	62
7	428	412	312	75	333	81	71
8	107	353	314	66	268	81	89
9	84	663	222	53	245	82	71
10	87	144	574	129	425	246	74
11	102	150	265	55	237	114	213
12	61	94	85	84	182	60	80
13	37	89	57	27	122	92	89
14	45	80	57	17	96	71	56
15	36	56	70	13	80	51	24
16	228	488	485	111	489	254	171
Total	2,290	1,695	1,353	1,645	5,120	1,899	1,808

EXPERIENCE	CALCULATED AVERAGE SALARY SCHEDULE						
	Certificate Level						
	1	2	3	4	5	6	7
0	8,626	9,315	10,030	11,392	11,990	13,107	13,802
1	9,226	9,938	10,698	12,115	12,736	13,918	14,641
2	9,983	10,704	11,478	12,983	13,615	14,903	15,656
3	10,590	11,321	12,142	13,682	14,329	15,670	16,446
4	11,214	11,935	12,798	14,400	15,080	16,460	17,269
5	11,867	12,559	13,464	15,127	15,840	17,263	18,098
6	12,536	13,328	14,277	15,984	16,708	18,265	19,119
7	12,757	13,984	14,951	16,712	17,483	19,072	19,953
8	12,776	14,535	15,627	17,437	18,233	19,863	20,768
9	12,781	14,878	16,273	18,165	18,999	20,679	21,615
10	12,786	14,941	16,815	18,900	19,749	21,548	22,525
11	12,786	14,941	19,987	19,249	20,226	22,210	23,372
12	12,786	14,941	17,061	19,440	20,487	22,558	23,824
13	12,786	14,941	17,061	19,440	20,570	22,708	23,989
14	12,786	14,941	17,061	19,440	20,570	22,708	24,094
15	12,786	14,941	17,061	19,440	20,570	22,708	24,094
16	12,786	14,941	17,061	19,440	20,570	22,708	24,094

ALLOWANCES TO TEACHERS ON THE REGULAR GRID DISTRIBUTION

Allowance	Number Receiving Allowance	Average Allowance 1976-77
On Grid Principals	722	4,349
On Grid Vice-Principals	342	2,459
Responsibility	980	1,533
Merit Pay	21	460
Isolation	19	520
Related Experience	117	672
Extra Degrees	185	575
Special Education	985	676
Cost of Living	5,520	122
Other	715	741
Total	9,605	786

SALARIES TO TEACHERS NOT ON THE REGULAR GRID DISTRIBUTION

	Number	Average Salary 1976-77
Principals	546	28,265
Vice-Principals	3	22,900
Co-ordinators & Consultants	19	26,985
Pre-Category Teachers	19	8,563
Other	5	17,810
Total	593	27,474

Source: Teachers' Salary Data Base--Ministry of Education.

TABLE 6.6

TEACHER DISTRIBUTION AND AVERAGE SALARY SCHEDULE OF TOTAL
ELEMENTARY SCHOOL TEACHERS IN ONTARIO BY CERTIFICATE LEVEL AND YEARS OF EXPERIENCE, 1976/77

EXPERIENCE	TEACHER DISTRIBUTION						
	Certificate Level						
	1	2	3	4	5	6	7
0	88	38	29	692	1,521	423	406
1	130	81	49	505	1,612	436	465
2	155	146	120	408	1,210	331	412
3	233	372	377	347	1,144	306	301
4	456	449	440	404	1,152	347	279
5	726	790	560	309	1,034	295	261
6	901	1,091	776	298	1,054	322	206
7	802	1,480	953	235	1,173	305	200
8	390	1,145	863	215	932	295	208
9	315	1,212	1,081	217	865	317	181
10	253	532	1,227	298	1,150	605	262
11	227	516	626	128	607	450	436
12	168	363	403	154	501	254	211
13	25	319	306	75	397	283	188
14	124	395	453	100	429	359	197
15	88	254	297	65	270	234	126
16	558	1,995	2,417	518	1,562	1,278	757
Total	5,738	11,178	10,977	4,966	16,613	6,838	5,106

EXPERIENCE	CALCULATED AVERAGE SALARY SCHEDULE						
	Certificate Level						
	1	2	3	4	5	6	7
0	8,716	9,419	10,074	11,519	12,074	13,218	13,901
1	9,317	10,046	10,764	12,258	12,848	14,070	14,800
2	10,083	10,828	11,603	13,174	13,795	15,129	15,906
3	10,701	11,461	12,288	13,905	14,558	15,967	16,780
4	11,325	12,089	12,967	14,647	15,332	16,813	17,667
5	11,963	12,725	13,655	15,390	16,113	17,660	18,556
6	12,611	13,529	14,510	16,300	17,055	18,723	19,657
7	12,820	14,147	15,203	17,045	17,843	19,575	20,540
8	12,848	14,699	15,904	17,790	18,622	20,419	21,426
9	12,856	15,048	16,555	18,505	19,376	21,275	22,318
10	12,858	15,073	17,109	19,213	20,132	22,118	23,240
11	12,858	15,073	17,243	19,507	20,532	22,710	23,979
12	12,858	15,073	17,286	19,593	20,661	22,949	24,345
13	12,858	15,073	17,286	19,604	20,699	23,035	24,449
14	12,858	15,073	17,286	19,604	20,699	23,057	24,507
15	12,858	15,073	17,286	19,604	20,699	23,057	24,507
16	12,858	15,073	17,286	19,604	20,699	23,057	24,507

ALLOWANCES TO TEACHERS ON THE REGULAR GRID DISTRIBUTION		
Allowance	Number Receiving Allowance	Average Allowance 1976-77
On Grid Principals	1,382	4,700
On Grid Vice-Principals	1,050	2,489
Responsibility	3,180	1,587
Merit Pay	21	460
Isolation	96	466
Related Experience	592	504
Extra Degrees	1,207	581
Special Education	2,733	628
Cost of Living	18,250	235
Other	1,488	856
Total	29,998	750

SALARIES TO TEACHERS NOT ON THE REGULAR GRID DISTRIBUTION		
	Number	Average Salary 1976-77
Principals	2,465	29,513
Vice-Principals	506	26,665
Co-ordinators & Consultants	124	28,380
Pre-Category Teachers	22	9,854
Other	57	23,629
Total	3,173	28,773

Source: Teachers' Salary Data Base--Ministry of Education.

TABLE 6.7

TEACHER DISTRIBUTION AND AVERAGE SALARY SCHEDULE OF
SECONDARY SCHOOL TEACHERS IN ONTARIO BY CERTIFICATE LEVEL AND YEARS OF EXPERIENCE, 1976/77

EXPERIENCE	TEACHER DISTRIBUTION			
	Certificate Level			
	1	2	3	4
0	299	281	136	740
1	198	328	161	837
2	157	316	164	902
3	123	252	151	862
4	154	315	187	996
5	204	413	245	1,017
6	203	463	293	1,040
7	242	471	322	870
8	232	501	354	1,306
9	218	448	373	1,202
10	327	492	345	1,098
11	231	461	645	1,745
12	138	233	236	1,317
13	127	207	258	809
14	155	276	307	1,040
15	89	126	194	609
16	404	650	1,149	3,541
Total	3,499	6,231	5,521	19,950

EXPERIENCE	CALCULATED AVERAGE SALARY SCHEDULE			
	Certificate Level			
	1	2	3	4
0	11,664	12,181	13,321	13,992
1	12,409	12,964	14,202	14,923
2	13,339	13,944	15,304	16,083
3	14,088	14,734	16,184	17,006
4	14,840	15,535	17,076	17,965
5	15,586	16,321	17,956	18,898
6	16,508	17,289	19,052	20,052
7	17,251	18,076	19,930	20,968
8	17,998	18,960	20,811	21,902
9	18,751	19,653	21,692	22,832
10	19,441	20,432	22,564	23,770
11	19,750	20,826	23,166	24,508
12	19,786	20,879	23,290	24,776
13	19,797	20,879	23,345	24,843
14	19,797	20,879	23,345	24,853
15	19,797	20,879	23,345	24,853
16	19,797	20,879	23,345	24,853

ALLOWANCES TO TEACHERS ON THE REGULAR GRID DISTRIBUTION		
Allowance	Number Receiving Allowance	Average Allowance 1976-77
On Grid Principals	25	10,070
On Grid Vice-Principals	44	5,530
Responsibility	10,656	1,771
Merit Pay	-	-
Isolation	21	100
Related Experience	3,666	1,121
Extra Degrees	3,964	614
Special Education	614	596
Cost of Living	13,593	448
Other	430	498
Total	33,012	987

Source: Teachers' Salary Data Base--Ministry of Education.

SALARIES TO TEACHERS NOT ON THE REGULAR GRID DISTRIBUTION		
	Number	Average Salary 1976-77
Principals	567	34,077
Vice-Principals	759	29,727
Teachers of the TMR	841	15,915
Co-ordinators & Consultants	129	30,034
Pre-category Teachers	11	12,574
Other	29	27,552
Total	2,335	25,718

qualifications and salary schedule classifications, I selected at random the position shown in Table 6.8 for the Lakehead Secondary School Board and in Table 6.9 the position for the Essex R.C.S.S. Board. There is not a common salary schedule applicable to all boards in the province but there certainly is a common format for practically all of them and values in the salary grids are so similar that they are converging towards a provincial salary schedule in fact, if not in theory or intention. All boards are affected in the same way in one major respect: teachers automatically age by one year each year and most of them almost as automatically strive to increase their qualifications. In short, all have a common goal, the lower right-hand corner of the salary schedule or grid.

Before moving to any consideration of variations among boards, I wish to introduce one more feature for the province as a whole, what we generally refer to as mobility of the teachers each year, referred to earlier. The situation for secondary school teachers is depicted in Table 6.10, showing the movements each year from September, 1966, to September, 1976. It has been known for some time that mobility within the provincial system is almost static with very little room for new entrees even within the secondary school system. Even though secondary school enrolment had just reached its high level last year, mobility is already disappearing without contraction. The process will be speeded up tremendously once enrolment declines become pronounced, which is why we were so eager to secure up-to-date information from Statistics Canada about the elementary school situation. Our studies of the surplus/redundancy clauses in collective agreements make it clear that seniority in the schools of the same board will be the primary if not the sole criterion for any "dehiring" actions, if I may be excused for using such an ugly, manufactured word (we certainly have become expert at avoidance of a direct and meaningful phrase). As a matter of fact, in light of those earlier tables of age and experience, it becomes clear that, like it or lump it, our system is going to solidify into an inflexible grid with no movement for many years. Retirement will have little effect on the number of teaching positions made available before the end of the

TABLE 6.8

DISTRIBUTION AND SALARY SCHEDULE OF LAKEHEAD SECONDARY SCHOOL TEACHERS
BY CERTIFICATE LEVEL AND YEARS OF EXPERIENCE, 1976-77

TEACHER DISTRIBUTION (JANUARY 1977)					SALARY SCHEDULE				
Experience	Category 1	2	3	4	Experience	Category 1	2	3	4
0	2.5	5.0	0.0	9.0	0	12,155	12,819	13,849	14,450
1	2.0	3.0	5.0	12.0	1	12,916	13,629	14,732	15,454
2	5.7	6.3	3.0	6.0	2	13,677	14,439	15,615	15,458
3	5.0	6.0	1.8	10.3	3	14,438	15,249	16,498	17,462
4	3.0	6.0	4.0	11.0	4	15,199	16,059	17,371	18,466
5	1.0	9.0	4.5	7.0	5	15,960	16,869	18,264	19,470
6	2.0	7.7	4.0	22.7	6	16,721	17,679	19,147	20,474
7	3.5	9.5	3.0	24.8	7	17,482	18,489	20,030	21,478
8	2.5	12.5	4.0	35.1	8	18,243	19,299	20,913	22,482
9	4.0	6.0	8.0	20.0	9	19,004	20,109	21,796	23,486
10	4.0	6.9	7.0	16.0	10	19,765	20,919	22,679	24,490
11	3.0	8.5	7.0	15.0	11	19,765	20,919	23,562	25,494
12	1.0	4.7	3.0	16.0	12	19,765	20,919	23,562	25,494
13	2.0	2.0	9.0	23.2	13	19,765	20,919	23,562	25,494
14	0.0	4.0	2.0	15.5	14	19,765	20,919	23,562	25,494
15	1.0	2.0	5.0	16.0	15	19,765	20,919	23,562	25,494
16	6.0	8.8	16.0	56.3	16	19,765	20,919	23,562	25,494
Total	48.2	107.9	86.3	315.9					

Source: Teachers' Salary Data Base--Ministry of Education.

TABLE 6.9

TEACHER DISTRIBUTION AND SALARY SCHEDULE, ESSEX COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD, BY YEARS OF EXPERIENCE, 1976-77

EXPERIENCE	TEACHER DISTRIBUTION							SALARY SCHEDULES						
	1	2	3	4	5	6	7	1	2	3	4	5	6	7
0	1.0	4.0	0.0	13.0	14.0	2.0	9.0	8,849	9,572	10,462	11,686	12,466	13,690	14,580
1	4.5	1.0	0.0	2.0	11.0	3.0	2.0	9,517	10,240	11,130	12,410	13,190	14,469	15,359
2	1.0	3.0	2.0	3.0	14.0	7.0	6.0	10,184	10,907	11,798	13,133	13,912	15,248	16,138
3	3.0	0.0	5.0	5.0	11.0	3.0	7.0	10,852	11,575	12,466	13,857	14,636	16,027	16,918
4	4.0	4.0	6.0	1.0	11.0	5.0	4.0	11,520	12,243	13,133	14,580	15,539	16,806	17,697
5	2.5	9.0	4.0	1.0	3.0	3.0	5.0	12,188	12,911	13,801	15,304	16,083	17,585	18,476
6	5.5	7.0	7.0	3.0	11.0	3.0	2.0	12,856	13,579	14,469	16,027	16,806	18,364	19,255
7	4.0	5.0	8.0	0.0	9.0	4.0	2.0	12,856	14,246	15,137	16,751	17,474	19,144	20,034
8	3.0	3.0	2.0	0.0	5.5	3.0	6.0	12,856	14,914	15,805	17,474	18,253	19,923	20,813
9	2.0	3.0	5.0	0.0	5.0	1.0	4.0	12,856	15,582	16,472	18,198	18,977	20,702	21,592
10	0.0	3.0	4.0	1.0	3.0	1.0	1.0	12,856	16,250	17,140	18,921	19,700	22,260	23,150
11	3.0	1.0	3.5	0.0	4.0	1.0	1.0	12,856	16,250	17,140	18,921	19,700	22,260	23,150
12	2.0	4.0	4.0	1.0	8.0	0.0	3.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
13	4.8	1.0	1.0	4.0	8.0	4.0	5.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
14	2.0	4.0	1.0	2.0	0.0	4.0	3.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
15	0.0	1.0	2.0	1.0	4.0	1.0	1.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
16	10.0	11.5	11.0	7.0	15.2	7.0	13.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
Total	52.3	64.5	65.6	44.0	136.7	52.0	74.0							

Source: Teachers' Salary Data Base--Ministry of Education.

TABLE 6.10

MOBILITY OF SECONDARY SCHOOL TEACHERS IN ONTARIO 1966 TO 1976

YEAR	STOCK[1]	LEAVERS[2]		MOVED WITHIN ONTARIO		NEW ENTRIES[3]		RE-ENTRIES[3]		NEW STOCK ONE YEAR LATER	
		No.	%	No.	%	No.	%	No.	%	No.	%[4]
1966	25,217	3,647	14.4	2,038	8.0	5,162	20.4	1,472	5.8	28,204	111.8
1967	28,204	4,126	14.6	1,691	5.9	4,908	17.4	1,721	6.1	30,707	108.8
1968	30,707	4,349	14.1	2,373	7.7	4,725	15.3	2,015	6.5	33,098	107.7
1969	33,098	4,287	12.9	1,395	4.2	3,628	10.9	1,508	4.5	33,947	102.5
1970	33,947	4,569	13.4	1,101	3.2	2,986	8.7	2,336	6.8	34,700	102.2
1971	34,700	3,585	10.3	646	1.8	2,223	6.4	1,093	3.1	34,431	99.2
1972	34,431	3,298	9.5	597	1.7	1,687	4.8	1,419	4.1	34,239	99.2
1973	3,4239	2,935	8.5	831	2.4	2,094	6.1	1.109	3.2	34,507	100.7
1974	34,507	2,677	7.7	807	2.3	2,284	6.6	1,490	4.3	35,604	103.1
1975	35,604	2,727	7.6	563	1.5	2,148	6.0	1,280	3.5	36,305	101.9
1976	36,305										

[1]September.

[2]By the following June; includes deaths, retirements, and voluntary withdrawals from the teaching force.

[3]September following year.

[4]Stock in previous September equals 100%.

Source: Annual Computer files maintained by the OSSTF.

century, and then "lumps" will all leave at the same time, as charts 6.1 to 6.4 indicate. One young and newly-appointed secondary school principal said to me, with a weary sigh: "I just know that for the next 20 years I'm going to be principal of this school, with little or no changes in staff, and like the building we'll all grow older and greyer together". It is perhaps fortunate for him and his staff that the students, too, weren't immobilized into Rip Van Winkles--they, at least, will change, and undoubtedly will appear ever younger as the years roll along, assuming there are enough students left to preserve both the school from closing and the staff from, er, "dispersal?".

By the way, most of the data on teachers salaries, past, present and future, will be found later in this chapter or in the Statistical Appendix. As nearly everyone knows, salary allocation is the major segment of a board's budget, accounting for about 70% of the total amount even today, and much more tomorrow. Clearly, therefore, this aspect of the impact of declining enrolments must be discussed as part of the task of sorting out the pieces of the jigsaw puzzle of education financing.

The increasing salary bill could place an extremely heavy burden on the local ratepayers. Even if the province increases the amount of its contributions, it could still carry a decreasing proportion of the total education bill. It is well known that for institutions without direct access to tax revenue high costs can prove too heavy a burden to impose and can lead to bankruptcy and even ruin in the worst cases.

More detailed analyses of teacher characteristics, with commentary, will be found in the Statistical Appendix referred to earlier and in the special reports commissioned for us. At this juncture, however, I wish to report some of these basic data, in the form of averages for 1976-77 for each region and board, so that an understanding of the degree of variation, as well as agreement, across the province may be gained.

In looking at the situation in the province by region and board, I'll begin with a series of summaries of averages for the school year 1976-77, and later pick up the historical trends, from 1970 to 1976

CHART 6.1

TOTAL NUMBER OF ELEMENTARY SCHOOL TEACHERS ELIGIBE FOR RETIREMENT, 1976 TO 2010

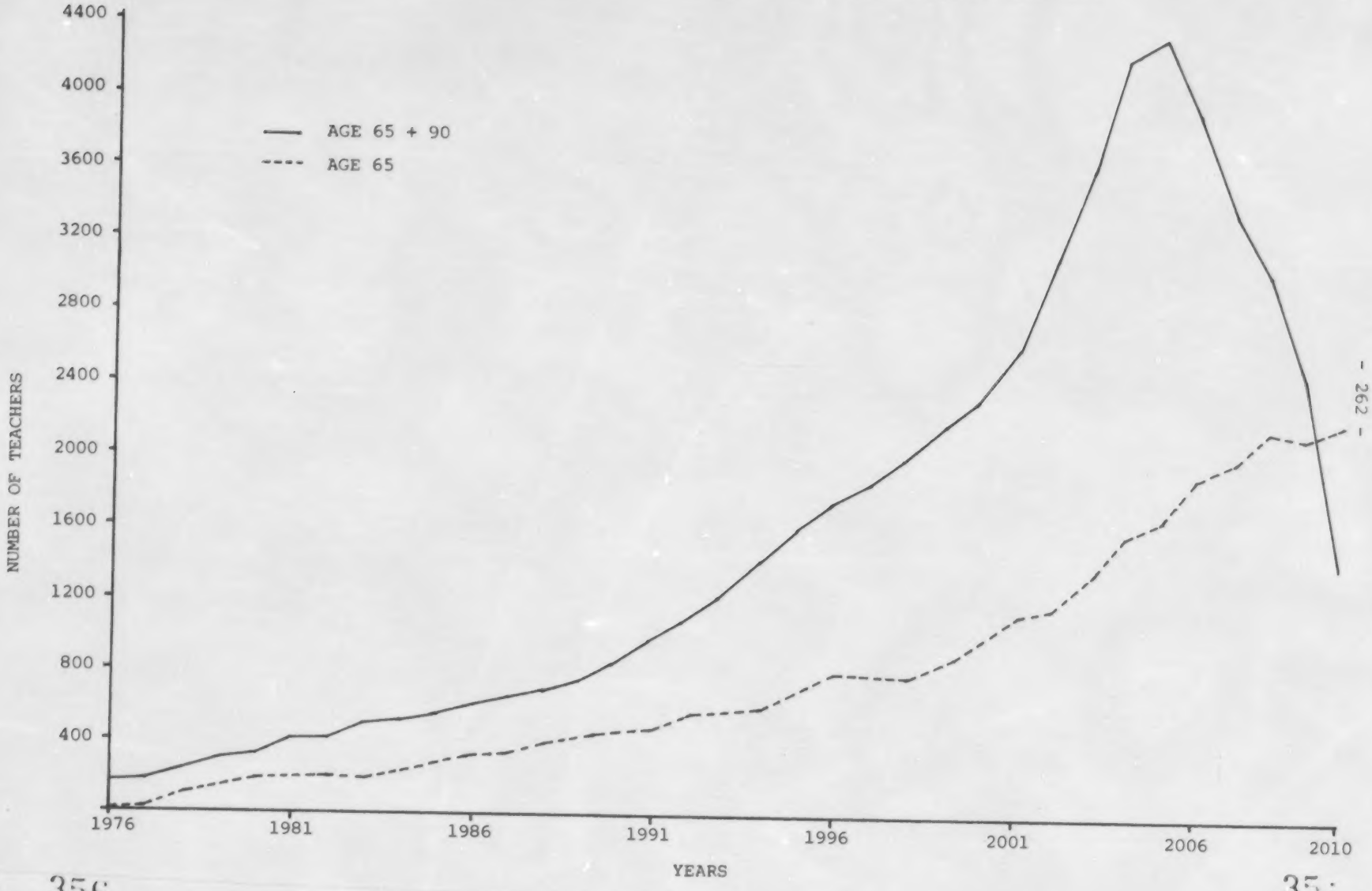


CHART 6.2

TOTAL NUMBER OF SECONDARY SCHOOL TEACHERS ELIGIBLE FOR RETIREMENT, 1976 TO 2010

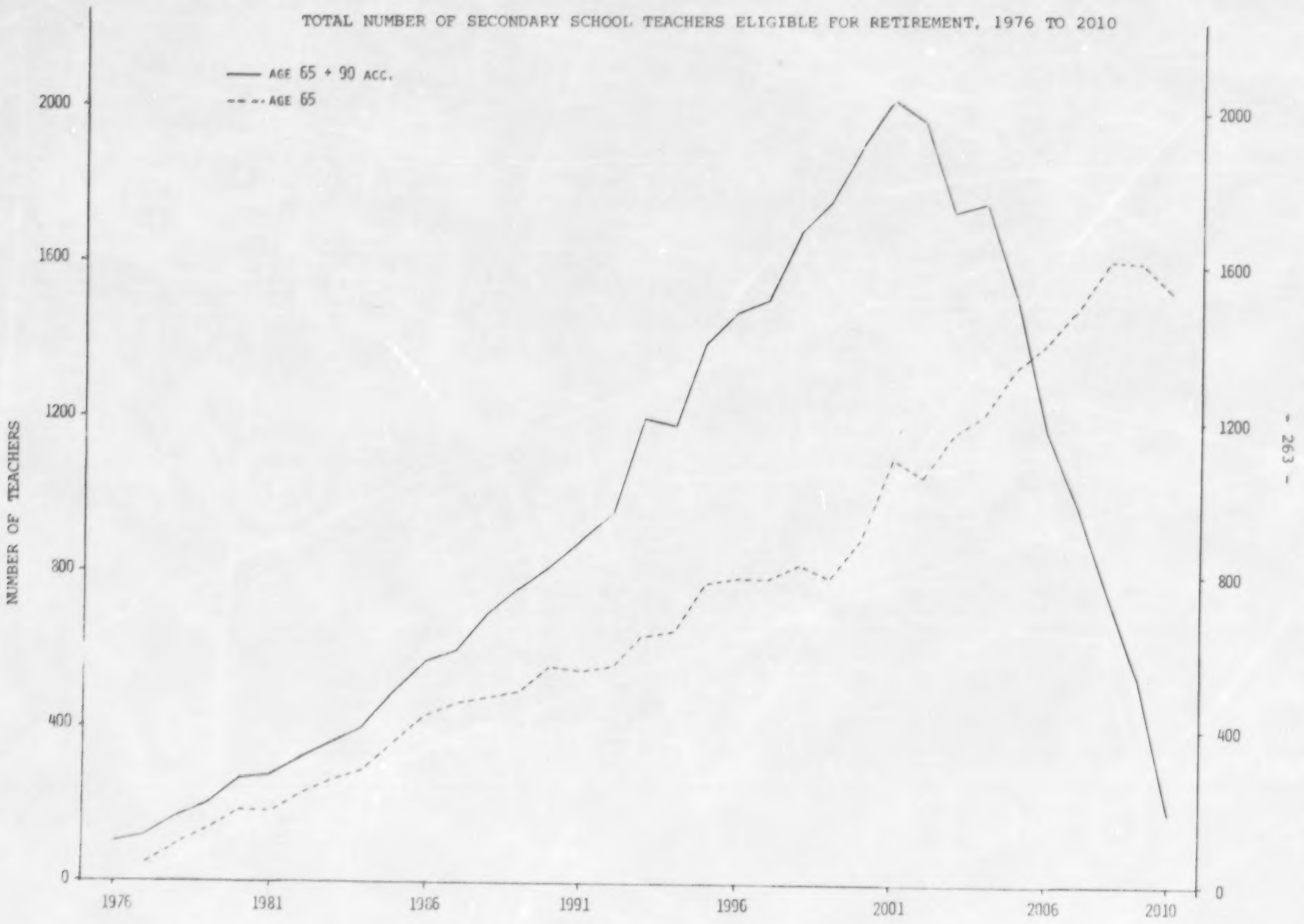


CHART 6.3

AGE DISTRIBUTION OF ONTARIO ELEMENTARY TEACHERS BY SEX

ON DECEMBER 31, 1976

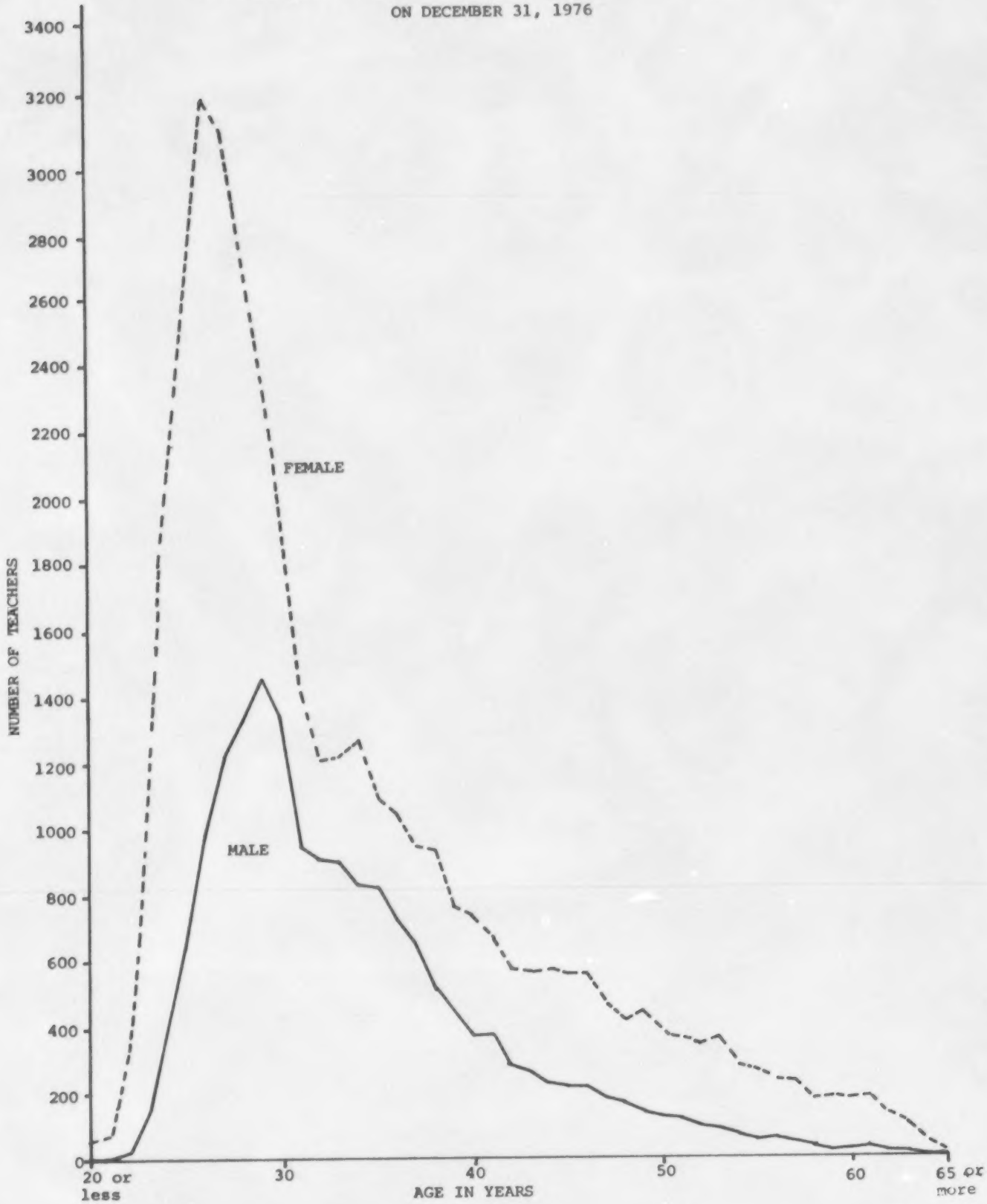
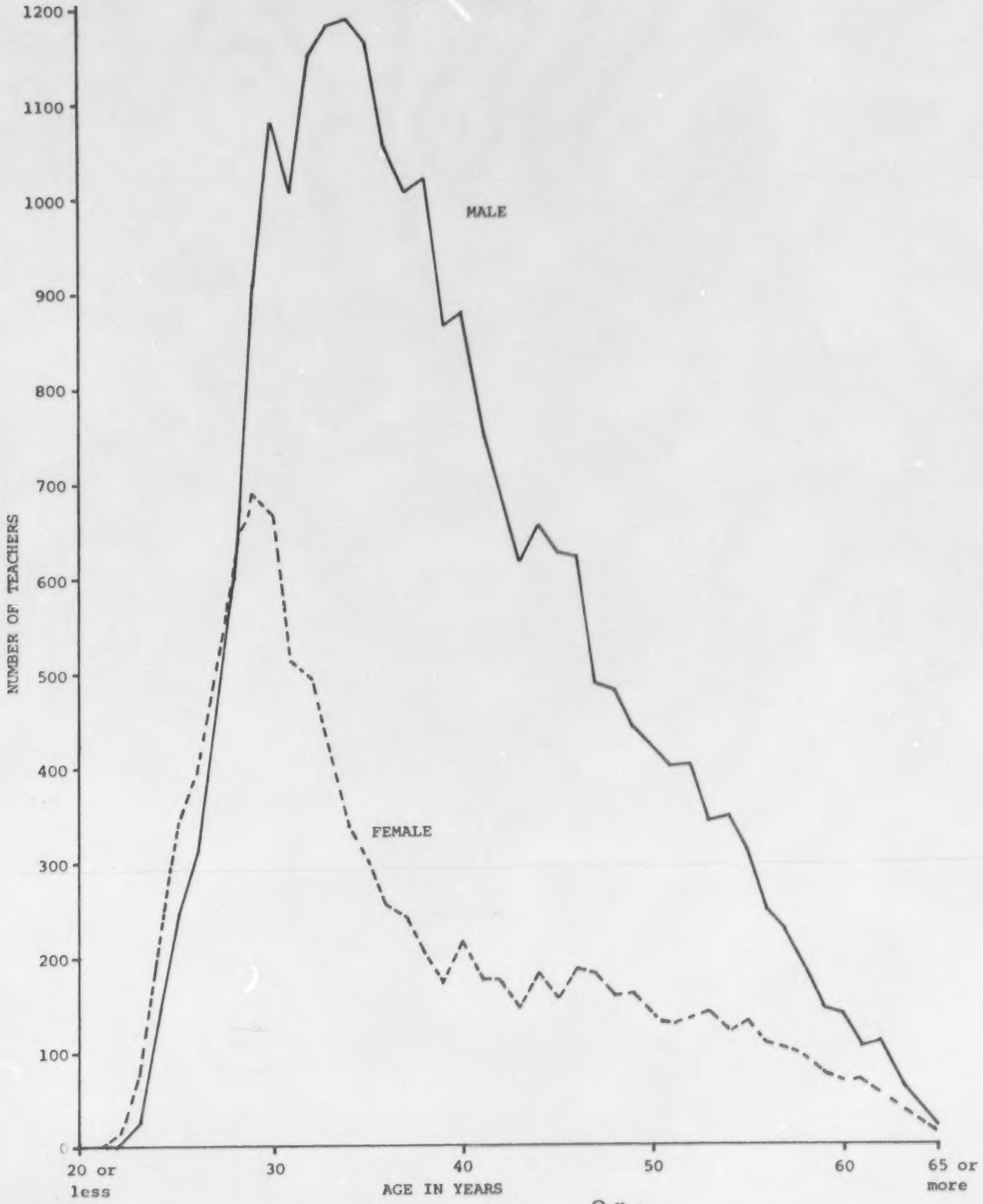


CHART 6.4
AGE DISTRIBUTION OF ONTARIO SECONDARY TEACHERS BY SEX
ON DECEMBER 31, 1976



for the elementary boards, and from 1966 to 1976 for the secondary.[1] The basic data by board and region on average salaries for elementary school teachers are given in Tables 6.11 and 6.12. Note that the average salaries vary quite widely within each region, but naturally not as greatly as for the province as a whole (from a low of $12,647 in one board to a high of $19,297 in another).[2] Although the salaries reported in Tables 6.13 and 6.14 for secondary schools are higher, much the same variation exists (e.g., for the province as a whole) from an average $17,621 at the lowest to a high of $24,291.

For the other characteristics, only condensed summaries by regions will be given at this stage, although more details will be found in the Statistical Appendix. The overall summary for 1976 has been condensed into two tables, Tables 6.19 and 6.20, for average age, experience and qualifications, for elementary schools and secondary schools respectively. The values, of course, vary widely from board to board within each region, but these detailed analyses have been reserved for the Statistical Appendix. The regions are remarkably similar, in fact, in terms of these averages, somewhat to my surprise although I should have realized that such would likely be the case when the whole provincial system sort of grew as a unit.

For a glimpse of the recent changes in these characteristics, from 1966 to 1976 for secondary, and 1970 to 1976 for elementary, I have set up Tables 6.21 and 6.22 in a similar way to reveal the actual changes. The salary changes are so great during this period, however, that I have shown them separately in Table 6.23 for the same periods, using percentage change. A special study of salary changes was commissioned, and will be issued separately, but the main findings are referred to in the final

---

[1] I wish to express my appreciation for the analyses we were able to make using the Master File maintained by the Ontario Secondary School Teachers' Federation.

[2] Additional information on average salaries of elementary and secondary school teachers by region for the years 1970 to 1976 for elementary and 1966 to 1976 for secondary is given in Tables 6.15 and 6.16. The corresponding distributions of responsibility by age and sex for the year 1976-77 are given in Tables 6.17 and 6.18.

TABLE 6.11

AVERAGE TOTAL SALARY AND AVERAGE GRID SALARY OF ELEMENTARY SCHOOL TEACHERS IN ONTARIO BY REGION AND BOARD, 1976-77

	Average Grid Salaries	Average Total Salaries
REGION 1		
Lakehead	17,306	18,468
Kenora	17,811	18,329
Atikokan	16,699	17,664
Geraldton	17,072	17,419
Dryden RCSS	16,735	16,987
Nipigon-Red Rock	16,137	16,951
Dryden	16,563	16,950
Kenora RCSS	16,106	16,687
Ft. Francis-Rainy River RCSS	16,175	16,651
Lakehead RCSS	15,684	16,495
Lake Superior	15,270	16,367
Ft. Francis-Rainy River	15,790	16,317
Atikokan No. 1 RCSS	15,454	15,884
Red Lake	15,107	15,419
North of Superior RC	14,934	15,359
Geraldton RCSS	14,573	14,864
REGION 2		
North Shore	16,926	18,153
Sudbury	16,926	18,034
Central Algoma	16,948	17,452
Sault Ste. Marie	16,543	17,184
Sault Ste. Marie RCSS	16,017	16,622
Sudbury RCSS	15,873	16,477
Hornepayne	15,814	16,456
Chapleau	15,494	16,045
North Shore RCSS	15,322	15,887
Manitoulin	15,152	15,665
Michipicoten	14,841	15,401
Espanola	14,435	15,230
Michipicoten RCSS	14,226	14,765
Chapleau Public RCSS	12,627	12,647
REGION 3		
Kapuskasing	17,469	17,921
Nipissing	17,061	17,715
Kirkland Lake	16,514	17,475
West Parry Sound	16,116	17,032
Muskoka	16,459	17,013
Kapuskasing RCSS	16,462	16,939
Nipissing RCSS	16,197	16,691
Timmins	15,749	16,632
Cochrane-Iroquois Falls	15,530	16,379
East Parry Sound	15,427	16,327
Timiskaming	15,854	16,292
Hearst	15,495	15,946
Kirkland Lake RCSS	15,247	15,635
Hearst RCSS	14,746	15,141
Timmins RCSS	14,493	15,066
Cochrane-Iroquois FALLS RCSS	14,575	14,684
Timiskaming RCSS	13,977	14,322
REGION 4		
Windsor RCSS	17,327	18,700
London	16,966	17,800
Essex	16,441	17,478
Huron	16,145	17,203
Essex RCSS	16,272	17,100
Middlesex	16,151	16,751
Kent	15,849	16,659
Elgin	15,709	16,568
Lambton	15,633	16,437
Lambton RCSS	15,632	16,226
Kent RCSS	15,223	16,140
London-Middlesex RCSS	15,043	15,503
Elgin RCSS	14,647	14,983
Windsor	-	-
REGION 5		
Waterloo	16,257	17,735
Grey	15,998	17,097
Wellington	16,210	16,774
Brant	15,608	16,563
Waterloo RCSS	15,969	16,460
Wellington RCSS	15,825	16,448
Bruce	15,800	16,433
Perth	15,653	16,332
Oxford	15,368	16,316
Huron-Perth RCSS	15,244	15,741
Brant RCSS	15,087	15,343
Oxford RCSS	14,679	15,269
Bruce-Grey RCSS	14,503	15,213
REGION 6		
Lincoln	18,175	19,297
Hamilton	16,286	17,271
Lincoln RCSS	16,634	17,186
Hamilton-Wentworth RCSS	16,031	16,987
Niagara South	16,384	16,971
Norfolk	15,771	16,875
Wentworth	15,781	16,854
Welland RCSS	16,162	16,586
Haldimand	15,050	15,612
Haldimand-Norfolk RCSS	14,143	15,222
REGION 7		
Etobicoke	17,403	18,872
North York	17,282	18,858
Toronto	17,524	18,807
East York	16,127	18,490
York	16,438	16,443
Scarborough	16,239	18,334
Peel	17,161	18,152
Halton	16,701	17,665
Simcoe	16,481	17,501
York County	16,330	17,345
Metro Toronto RCSS	16,509	17,277
Durham	16,264	17,152
Dufferin-Peel RCSS	15,896	16,680
Haliburton	15,318	15,754
York County RCSS	14,901	15,575
Victoria	14,721	15,540
REGION 9		
Peterborough	16,444	16,852
Frontenac-Lennox & Addington RCSS	16,392	16,844
Hastings	15,767	16,797
Northumberland & New Castle	16,232	16,747
Leeds & Grenville	15,615	16,524
Frontenac	14,964	16,168
Lennox & Addington	15,674	16,141
Peterborough, ETC RCSS	15,537	15,926
Prince Edward	15,090	15,891
Hastings-Prince Edward RCSS	15,210	15,613
Lanark-Leeds & Grenville RCSS	14,626	14,365
REGION 10		
Ottawa	18,069	18,940
Carleton	17,729	18,617
Renfrew	16,925	17,411
Ottawa RCSS	16,564	17,005
Lanark	15,844	16,902
Stormont, Dundas & Glengarry	15,822	16,356
Carleton RCSS	15,338	16,188
Renfrew RCSS	15,753	16,061
Stormont, Dundas & Glengarry RCSS	14,852	15,310
Prescott & Russell	14,645	15,304
Prescott & Russell RCSS	14,831	15,238

Source: Teachers' Salary Data Base, Ministry of Education

TABLE 6.12

AVERAGE TOTAL SALARY AND AVERAGE GRID SALARY OF ELEMENTARY SCHOOL TEACHERS IN ONTARIO, IN DESCENDING ORDER, BY BOARD, 1976-77

BOARD	REGION	AVERAGE GRID SALARIES	AVERAGE TOTAL SALARIES	BOARD	REGION	AVERAGE GRID SALARIES	AVERAGE TOTAL SALARIES
LINCOLN	6	18,175	19,297	BRANT	5	15,608	16,563
OTTAWA	10	18,069	18,940	LEEDS & GRENVILLE	9	15,615	16,524
ETOBICOKE	7	17,401	18,872	LAKEHEAD RCSS	1	15,684	16,495
NORTH YORK	7	17,282	18,858	SUDBURY RCSS	2	15,873	16,477
TORONTO	7	17,524	18,807	WATERLOO RCSS	5	15,969	16,460
WINDSOR RCSS	4	17,327	18,700	HORNEPAYNE	2	15,814	16,456
CARLETON	10	17,729	18,617	WELLINGTON RCSS	5	15,825	16,448
EAST YORK	7	16,317	18,602	LAMBTON	4	15,633	16,437
LAKEHEAD	1	17,306	18,468	BRUCE	5	15,800	16,433
YORK	7	16,838	18,443	COCHRANE - IROQUOIS FALLS	3	15,530	16,379
SCARBOROUGH	7	16,809	18,334	STORMONT, DUNDAS & GLENGARRY	10	15,822	16,356
KENORA	1	17,811	18,329	LAKE SUPERIOR	1	15,270	16,367
NORTH SHORE	2	16,926	18,153	PERTH	5	15,653	16,332
PEEL	7	17,161	18,152	EAST PARRY SOUND	3	15,427	16,327
SUDBURY	2	16,926	18,034	FT. FRANCIS - RAINY RIVER	1	15,790	16,317
KAPUSKASING	3	17,469	17,921	OXFORD	5	15,868	16,316
LONDON	4	16,966	17,800	TIMISKAMING	3	15,854	16,292
WATERLOO	5	16,257	17,735	HALTON RCSS	7	15,217	16,267
NIPISSING	3	17,061	17,715	LAMBTON RCSS	4	15,632	16,226
HALTON	7	16,701	17,665	CARLETON RCSS	10	15,338	16,188
ATIKOKAN	1	16,699	17,664	FRONTENAC	9	14,964	16,168
SIMCOE	7	16,441	17,501	LENNOX & ADDINGTON	9	15,674	16,141
ESSEX	4	16,441	17,47[illegible]	KENT RCSS	4	15,223	16,140
KIRKLAND LAKE	3	16,[illegible]14	17,47[illegible]	SIMCOE RCSS	7	15,597	16,089
CENTRAL ALGOMA	2	16,948	17,45[illegible]	DUFFERIN	7	15,175	16,084
CHALKTON	7	17,[illegible]72	17,41[illegible]	RENFREW RCSS	10	15,753	16,061
RENFREW	10	16,925	17,41[illegible]	CHAPLEAU	2	15,494	16,045
YORK COUNTY	7	16,330	17,34[illegible]	HEARST	3	15,495	15,946
METRO TORONTO RCSS	7	16,509	17,277	PETERBOROUGH ETC RCS	9	15,537	15,926
HAMILTON	6	16,286	17,271	PRINCE EDWARD	9	15,090	15,881
HURON	4	16,145	17,263	NORTH SHORE RCSS	2	15,322	15,887
LINCOLN RCSS	6	16,634	17,186	ATIKOKAN NO. 1 RCSS	1	15,454	15,884
SAULT STE. MARIE	2	16,543	17,184	HALIBURTON	7	15,318	15,754
DURHAM	7	16,265	17,15[illegible]	HURON - PERTH RCSS	5	15,244	15,741
ESSEX RCSS	4	16,272	17,10[illegible]	MANITOULIN	2	15,152	15,665
GREY	5	15,938	17,097	KIRKLAND LAKE RCSS	3	15,247	15,635
WEST PARRY SOUND	3	16,116	17,03[illegible]	HASTINGS - PRINCE EDWARD RCSS	9	15,210	15,613
MUSKOKA	3	16,459	17,01[illegible]	HALDIMAND	6	15,050	15,612
OTTAWA RCSS	10	16,546	17,005	YORK COUNTY RCSS	7	14,901	15,575
HAMILTON - WENTWORTH RCSS	6	16,031	16,987	VICTORIA	7	14,721	15,546
DRYDEN RCSS	1	16,735	16,983	LONDON - MIDDLESEX RCS	4	15,043	15,503
NIAGARA SOUTH	6	16,384	16,971	RED LAKE	1	15,107	15,419
NIPIGON - RED ROCK	1	16,137	16,95[illegible]	MICHIPICOTEN	2	14,841	15,401
DRYDEN	1	16,563	16,95[illegible]	NORTH OF SUPERIOR RC	1	14,934	15,359
KAPUSKASING RCSS	3	16,462	16,939	BRANT RCSS	5	15,089	15,343
LANARK	10	15,844	16,90[illegible]	STORMONT, DUNDAS & GLENGARRY RCSS	10	14,852	15,310
NORFOLK	6	15,771	16,87[illegible]	PRESCOTT & RUSSELL	10	14,645	15,304
WENTWORTH	6	15,781	16,854	PRESCOTT & RUSSELL RCSS	10	14,831	15,298
PETERBOROUGH	9	16,444	16,85[illegible]	OXFORD RCSS	5	14,679	15,269
FRONTENAC, LENNOX & ADDING RCSS	9	16,392	16,844	ESPANOLA	2	14,435	15,230
WELLINGTON	5	16,210	16,774	HALDIMAND - NORFOLK RC	6	14,143	15,222
MIDDLESEX	4	16,151	16,751	BRUCE - GREY RCSS	5	14,503	15,213
NORTHUMBERLAND & NEW CASTLE	9	16,232	16,74[illegible]	HEARST RCSS	3	14,746	15,141
NIPISSING RCSS	3	16,137	16,691	TIMMINS RCSS	3	14,493	15,066
KENORA RCSS	1	16,106	16,68[illegible]	ELGIN RCSS	4	14,647	14,983
DUFFERIN - PEEL RCSS	7	15,896	16,68[illegible]	GERALDTON RCSS	1	14,573	14,864
KENT	4	15,843	16,659	MICHIPICOTEN RCSS	2	14,226	14,765
FT. FRANCIS - RAINY RIVER RCSS	1	16,175	16,651	COCHRANE - IROQUOIS FALLS RCSS	3	14,575	14,684
TIMMINS	3	15,749	16,63[illegible]	LANARK - LEEDS & GRENVILLE RCSS	9	14,626	14,365
SAULT STE. MARIE RCSS	2	16,017	16,62[illegible]	TIMISKAMING RCSS	3	13,977	14,322
WELLAND RCSS	6	16,162	16,58[illegible]	CHAPLEAU, PANET RCSS	2	12,626	12,647
ELGIN	4	15,709	16,568	WINDSOR	4	-	-

Source: Teachers' Salary Data Base, Ministry of Education

TABLE 6.13

AVERAGE TOTAL SALARY AND AVERAGE GRID SALARY OF SECONDARY SCHOOL TEACHERS IN ONTARIO BY REGION AND BOARD, 1976-77

	AVERAGE GRID SALARIES	AVERAGE TOTAL SALARIES
REGION 1		
Atikokan	22,036	23,423
Kenora	20,700	22,211
Lakehead	21,064	21,898
Ft. Francis-R.R.	20,451	21,349
Geraldton	20,427	21,262
Dryden	19,567	20,634
Nipigon-Red Rock	18,580	20,347
Lake Superior	18,118	19,371
Red Lake	18,257	19,291
REGION 2		
Espanola	20,680	21,723
Sault Ste. Marie	20,767	21,541
North Shore	19,662	21,541
Sudbury	19,416	20,804
Central Algoma	19,363	20,768
Manitoulin	20,032	20,706
Chapleau	19,051	20,384
Michipicoten	18,715	20,234
Hornepayne	17,630	18,986
REGION 3		
Nipissing	21,464	22,549
West Parry Sound	21,092	21,824
Kirkland Lake	20,370	21,338
Muskoka	21,145	20,973
Timmins	19,752	20,651
Timiskaming	19,695	20,969
Kapuskasing	19,161	20,549
Cochrane-Iroquois Falls	18,869	19,837
East Parry Sound	18,383	19,321
Hearst	16,657	17,621
REGION 4		
Windsor	20,745	22,045
London	20,725	21,848
Huron	19,704	21,549
Kent	19,955	21,009
Middlesex	19,627	20,880
Essex*	19,649	20,478
Elgin	19,432	20,358
Lambton	19,046	20,122
REGION 5		
Grey	20,458	23,109
Waterloo	21,492	23,088
Wellington	20,013	21,393
Oxford	20,275	21,380
Brant*	20,271	21,147
Bruce	20,075	21,113
Perth	19,987	20,928
REGION 6		
Lincoln	21,860	22,752
Hamilton	21,207	22,307
Norfolk	20,952	21,944
Wentworth	20,179	21,362
Niagara South	19,687	20,913
Haldimand	19,327	20,380
REGION 7		
Toronto	21,230	22,477
North York	20,838	22,295
Etobicoke	21,002	22,292
Simcoe	21,316	22,227
East York	20,281	22,191
York	20,626	22,139
Scarborough	20,564	21,855
York County	20,724	21,718
Durham	20,682	21,664
Peel	20,640	21,503
Halton	20,308	21,399
Victoria	20,060	21,285
Dufferin	19,686	20,727
Haliburton	17,890	18,856
REGION 9		
Leeds & Greenville	20,837	22,092
Peterborough	20,818	21,478
Lennox & Addington	20,540	21,331
Northumberland & New Castle	19,844	20,913
Prince Edward	19,556	20,822
Frontenac	20,020	20,525
Hastings	18,850	20,163
REGION 10		
Ottawa*	22,423	24,201
Carleton	22,274	24,028
Renfrew	20,272	21,357
Stormont, Dundas & Glengarry*	20,358	21,002
Lanark	19,886	20,845
Prescott & Russell	19,098	19,838

*Subject to AIB Approval.

Source: Teachers' Salary Data Base--Ministry of Education.

TABLE 6.14

AVERAGE TOTAL SALARY AND AVERAGE GRID SALARY OF SECONDARY SCHOOL TEACHERS IN ONTARIO, IN DESCENDING ORDER, BY BOARD, 1976-77

BOARD	REGION	AVERAGE GRID SALARIES	AVERAGE TOTAL SALARIES
OTTAWA*	10	22,425	24,291
CARLETON	10	22,274	24,028
ATIKOKAN	1	22,036	23,423
GREY	5	20,458	23,109
WATERLOO	5	21,492	23,088
LINCOLN	6	21,860	22,752
NIPISSING	3	21,464	22,549
TORONTO	7	21,230	22,477
HAMILTON	6	21,207	22,307
NORTH YORK	7	20,838	22,295
ETOBICOKE	7	21,002	22,292
SIMCOE	7	21,316	22,227
KENORA	1	20,700	22,211
EAST YORK	7	20,281	22,191
YORK	7	20,626	22,139
LEEDS & GRENVILLE	9	20,837	22,092
WINDSOR	4	20,745	22,045
NORFOLK	6	20,952	21,944
LAKEHEAD	1	21,064	21,898
SCARBOROUGH	7	20,564	21,855
LONDON	4	20,725	21,848
WEST PARRY SOUND	3	21,092	21,824
ESPANOLA	2	20,680	21,723
YORK COUNTY	7	20,724	21,718
DURHAM	7	20,682	21,664
HURON	4	19,704	21,549
SAULT STE. MARIE	2	20,767	21,541
NORTH SHORE	2	19,662	21,541
PEEL	7	20,640	21,503
PETERBOROUGH	9	20,818	21,478
RENFREW	10	20,272	21,458
HALTON	7	20,308	21,399
WELLINGTON	5	20,013	21,393
OXFORD	5	20,275	21,380
WENTWORTH	6	20,179	21,362
FT. FRANCES-RAINY RIVER	1	20,451	21,349
KIRKLAND LAKE	3	20,370	21,338
LENNOX & ADDINGTON	9	20,540	21,331
VICTORIA	7	20,060	21,285
GERALDTON	1	20,427	21,262
BRANT*	5	20,271	21,147
BRUCE	5	20,075	21,115
KENT	4	19,955	21,009
STORMONT, DUNDAS & GLENGARRY*	10	20,358	21,002
MUSKOKA	3	20,145	20,973
TIMISKAMING	3	19,695	20,969
PERTH	5	19,987	20,928
NORTHUMBERLAND & NEWCASTLE	9	19,844	20,913
NIAGARA SOUTH	6	19,687	20,913
MIDDLESEX	4	19,627	20,880
LANARK	10	19,886	20,845
PRINCE EDWARD	9	19,556	20,822
SUDBURY	2	19,416	20,804
CENTRAL ALGOMA	2	19,363	20,768
DUFFERIN	7	19,686	20,727
MANITOULIN	2	20,032	20,706
TIMMINS	3	19,752	20,651
DRYDEN	1	19,567	20,634
KAPUSKASING	3	19,161	20,549
FRONTENAC	9	20,020	20,525
ESSEX*	4	19,649	20,478
CHAPLEAU	2	19,051	20,384
HALDIMAND	6	19,327	20,380
ELGIN	4	19,432	20,358
NIPIGON-RED ROCK	1	18,580	20,347
MICHIPICOTEN	2	18,715	20,234
HASTINGS	9	18,850	20,163
LAMBTON	4	19,046	20,122
PRESCOTT & RUSSELL	10	19,098	19,838
COCHRANE-IROQUOIS FALLS	3	18,869	19,837
LAKE SUPERIOR	1	18,118	19,371
EAST PARRY SOUND	3	18,383	19,321
RED LAKE	1	18,257	19,291
HORNEPAYNE	2	17,630	18,986
HALIBURTON	7	17,890	18,856
HEARST	3	16,657	17,621

*Subject to AIB Approval.

Source: Teachers' Salary Data Base - Ministry of Education.

TABLE 6.15

ELEMENTARY SCHOOL TEACHERS AVERAGE SALARY BY REGION 1970/71 to 1976/77

YEAR	REGIONS											PROVINCIAL TOTAL
	1	2	3	4	5	6	7*	9	10	1-10*	Metro Toronto	
1970	7,928	7,861	7,837	7,802	7,693	7,866	7,875	7,531	7,708	7,783	8,208	7,888
1971	8,077	8,527	7,930	8,291	7,953	8,250	8,343	7,791	8,196	8,179	8,764	8,336
1972	8,897	9,292	8,483	9,057	8,519	8,715	8,858	8,304	8,476	8,770	9,345	8,962
1973	9,621	9,904	9,416	9,570	9,298	9,829	9,606	9,169	9,779	9,571	10,513	9,823
1974	11,492	11,353	11,616	11,418	10,912	11,643	11,073	10,908	11,682	11,319	11,285	11,311
1975	14,243	14,094	13,816	14,546	13,905	14,185	14,289	13,704	13,846	14,114	15,220	14,372
1976	16,429	16,133	15,836	16,208	15,851	16,411	16,318	15,739	16,519	16,200	17,003	16,391

Note: Average Salaries for elementary teachers represent basic on grid salaries excluding allowances paid to teachers on the regular grid distribution and salaries paid to staff (i.e. principals) not on the regular grid distribution.

* Excludes Metro Toronto

Source: For years 1970-71 to 1973-74, taken from salary schedule data published by the Ontario School Trustee's Association. Base--Ministry of Education.

- 271 -

TABLE 6.16

SECONDARY SCHOOL TEACHERS AVERAGE SALARY BY REGION 1966/67 TO 1967/77

YEAR	REGIONS											PROVINCIAL TOTAL
	1	2	3	4	5	6	7*	9	10	1-10*	Metro Toronto	
1966	7,994	8,011	8,190	8,210	7,982	8,039	8,335	7,809	7,815	8,063	8,631	8,208
1967	8,953	9,022	9,228	9,205	9,005	9,002	9,316	8,843	8,815	9,065	9,728	9,230
1968	9,530	9,523	9,766	9,757	9,554	9,559	9,781	9,437	9,326	9,595	10,054	9,711
1969	10,175	10,325	10,450	10,332	10,268	10,318	10,516	10,028	10,025	10,283	10,849	10,420
1970	10,668	11,094	11,182	11,100	11,091	11,184	11,304	10,821	10,923	11,084	11,807	11,258
1971	11,607	11,739	11,582	11,712	11,665	11,960	11,921	11,405	11,449	11,708	12,431	11,887
1972	12,276	12,519	12,329	12,269	12,467	12,704	12,779	12,001	12,490	12,477	13,605	12,755
1973	12,916	13,318	13,151	13,016	13,291	13,670	13,463	12,564	13,054	13,217	14,420	13,508
1974	14,416	14,978	14,793	14,558	14,996	15,444	15,483	14,858	15,396	15,095	15,911	15,300
1975	16,719	16,124	17,250	17,503	17,728	18,747	17,630	17,291	18,416	17,693	16,032	17,319
1976	20,391	18,986	20,680	20,331	20,134	21,013	20,703	18,864	21,949	20,489	21,592	20,714

Note: Average salaries for secondary teachers represent total salaries including allowances. Salaries are for the most part in September of each year. In many cases, teachers receive an increase in their salaries in the second half of the school year. Also, for 1975/76, many boards (i.e., Metro Toronto) did not reach a 1975/76 salary agreement when the survey was taken and the salaries reported reflect the 1974/75 agreement.

* Excludes Metro Toronto

Source: Annual computer files maintained by the OSSTF.

TABLE 6.17

ELEMENTARY SCHOOL TEACHERS IN ONTARIO - RESPONSIBILITY BY AGE AND SEX 1976-77

AGE	MALE						FEMALE					
	Princ. 1	Vice-Princ. 2	Teacher 3	Other 4	Dept. Head 5	Total	Princ. 1	Vice-Princ. 2	Teacher 3	Other 4	Dept. Head 5	Total
24 or less	0	0	585	29	0	614	0	0	3,463	230	2	3,695
25 to 29	73	81	5,166	287	48	5,657	14	18	12,966	1,049	25	14,072
30 to 34	430	193	3,641	276	173	4,913	35	44	6,033	920	58	7,090
35 to 39	1,013	412	1,415	183	124	3,147	70	52	3,925	696	37	4,780
40 to 44	647	151	591	75	60	1,524	84	45	2,478	483	26	3,116
45 to 49	464	64	308	44	33	913	88	33	1,894	402	33	2,450
50 to 54	236	36	179	25	18	494	82	25	1,304	311	25	1,747
55 to 59	80	6	95	17	5	213	55	14	800	209	14	1,092
60 to 64	23	7	43	12	3	88	30	6	494	126	15	671
65 or more	0	2	1	0	0	5	3	0	13	3	0	19
Total	2,476	1,154	12,026	948	464	17,568	461	237	33,370	4,429	235	38,732

Source: Teacher Information File--Ministry of Education.

TABLE 6.18

SECONDARY SCHOOL TEACHERS IN ONTARIO - RESPONSIBILITY BY AGE AND BY SEX - 1976-77

AGE	MALE									TOTAL
	Princ.	Vice-Princ.	Co-ord.	Direct.	Dept. Head	Assist. Dept. Head	Subject Chairman	Master Teacher	Teacher	
24 or less	0	0	0	0	1	0	0	0	166	167
25 to 29	0	0	4	2	81	79	18	0	2,275	2,459
30 to 34	5	43	31	27	719	618	68	1	3,953	5,465
35 to 39	71	239	47	75	1,261	575	86	1	2,635	4,990
40 to 44	125	201	44	116	901	327	48	5	1,770	3,537
45 to 49	149	109	40	105	652	243	44	2	1,280	2,624
50 to 54	129	95	26	94	436	139	22	1	932	1,874
55 to 59	66	44	16	48	260	82	14	0	566	1,096
60 to 64	27	17	9	17	112	31	6	0	225	[illegible]
65 or more	0	0	0	0	4	0	0	0	13	[illegible]
Total	572	748	217	484	4,427	2,102	306	10	13,815	22,681

AGE	FEMALE									TOTAL
	Princ.	Vice-Princ.	Co-ord.	Direct.	Dept. Head	Assist. Dept. Head	Subject Chairman	Master Teacher	Teacher	
24 or less	0	0	0	0	0	1	2	0	305	308
25 to 29	0	0	4	0	128	120	31	0	2,166	2,449
30 to 34	0	3	9	0	269	177	27	1	1,685	2,171
35 to 39	0	3	11	4	163	82	14	1	770	1,048
40 to 44	3	9	8	8	121	68	18	1	604	840
45 to 49	3	11	2	8	128	62	15	0	565	794
50 to 54	1	4	3	5	110	50	15	1	448	637
55 to 59	3	8	3	3	96	4	4	1	312	434
60 to 64	2	3	4	4	51	4	4	1	165	238
65 or more	0	0	0	0	3	0	0	0	13	16
Total	12	41	44	32	1,069	568	130	6	7,033	8,935

Source: Annual computer files maintained by the OSSTF.

TABLE 6.19

CHARACTERISTICS OF ELEMENTARY SCHOOL TEACHERS IN ONTARIO: AVERAGE AGE, AVERAGE QUALIFICATION CATEGORY AND AVERAGE YEARS OF EXPERIENCE, BY REGION, 1976-1977

REGION	AVERAGE AGE	AVERAGE QUALIFICATION CATEGORY	AVERAGE EXPERIENCE
1	34.0	3.9	9.5
2	33.8	3.6	10.3
3	34.2	3.5	10.2
4	33.7	4.1	9.6
5	33.4	4.0	9.3
6	33.7	3.9	9.7
7 excl. Metro	33.3	3.8	8.9
9	35.0	3.6	10.7
10	34.4	3.7	10.6
1-10	33.8	3.8	9.7
Metro	33.3	4.2	8.7
Prov.	33.7	3.9	9.5

Source: Elementary: Teacher Information File, Ministry of Education.

TABLE 6.20

CHARACTERISTICS OF SECONDARY SCHOOL TEACHERS IN ONTARIO: AVERAGE AGE, AVERAGE QUALIFICATION CATEGORY AND AVERAGE YEARS OF EXPERIENCE, BY REGION, 1976-1977

REGION	AVERAGE AGE	AVERAGE QUALIFICATION CATEGORY	AVERAGE EXPERIENCE
1	38.0	3.1	8.5
2	37.5	3.2	8.6
3	38.7	3.1	9.1
4	38.5	3.2	9.1
5	38.8	3.3	9.7
6	39.2	3.2	9.8
7 excl. Metro	38.0	3.3	8.3
9	38.7	3.1	9.1
10	38.9	3.1	9.1
1-10	38.5	3.2	9.0
Metro	38.4	3.2	8.4
Prov.	38.5	3.2	8.9

Source: Annual Computer Secondary Files Maintained by OSSTF.

TABLE 6.21

ELEMENTARY SCHOOL TEACHERS IN ONTARIO: CHANGES IN AVERAGE QUALIFICATION CATEGORY AND AVERAGE EXPERIENCE, 1970-71 TO 1976-77

REGION	AVERAGE QUALIFICATIONS CATEGORY			AVERAGE EXPERIENCE*		
	1970-71	1976-77	CHANGE	1970-71	1976-77	CHANGE
1	2.0	3.9	1.9	8.0	9.5	1.5
2	1.9	3.6	1.7	7.8	10.3	2.5
3	1.8	3.5	1.7	8.4	10.2	1.8
4	2.2	4.1	1.9	8.5	9.6	1.1
5	2.1	4.0	1.9	8.4	9.3	0.9
6	2.4	3.9	1.5	8.3	9.7	1.4
[illegible]	2.0	3.8	1.8	8.1	8.9	0.8
[illegible] 1. Metro 9	1.9	3.6	1.7	9.0	10.7	1.7
10	2.1	3.7	1.6	8.3	10.6	2.3
1-10	1.9	3.8	1.9	8.3	9.7	1.4
Metro	2.4	4.2	1.8	7.4	8.7	1.3
Prov.	2.1	3.9	1.8	8.1	9.5	1.4

*Experience for 1970/71 was reported by most boards to a maximum of 16 years. The data was then adjusted to be comparable to the 1976/77 data which reflects actual experience in years.

Source: Elementary: Teacher Information File, Ministry of Education.

TABLE 6.22

SECONDARY SCHOOL TEACHERS IN ONTARIO: CHANGES IN AVERAGE AGE, AVERAGE QUALIFICATION CATEGORY, AND AVERAGE EXPERIENCE, 1970-71 TO 1976-77

REGION	AVERAGE AGE 1966-67	1976-77	CHANGE	AVERAGE QUALIFICATIONS CATEGORY 1966-67	1976-77	CHANGE	AVERAGE EXPERIENCE 1966-67	1976-77	CHANGE
1	35.0	38.0	3.0	2.2	3.1	0.9	4.8	8.5	3.7
2	34.2	37.5	3.3	2.3	3.2	0.9	4.9	8.6	3.7
3	36.3	38.7	2.4	2.3	3.1	0.8	5.8	9.1	3.3
4	36.0	38.5	2.5	2.5	3.2	0.7	6.5	9.1	2.6
5	36.0	38.8	2.8	2.6	3.3	0.7	6.5	9.7	3.2
6	35.8	39.2	3.4	2.5	3.2	0.7	6.1	9.8	3.7
7 *	36.4	38.0	1.6	2.6	3.3	0.7	6.3	8.3	2.0
9	36.3	38.7	2.4	2.4	3.1	0.7	5.9	9.1	3.2
10	35.2	38.9	3.7	2.1	3.1	1.0	5.5	9.1	3.6
1-10 *	35.8	38.5	2.7	2.4	3.2	0.8	6.0	9.0	3.0
Metro	35.5	38.4	2.9	2.6	3.2	0.6	6.1	8.4	2.3
Prov.	35.7	38.5	2.8	2.5	3.2	0.7	6.0	8.9	2.9

*Excluding Metro Toronto

Source: Annual Computer Secondary Files Maintained by the OSSTF.

TABLE 6.23

ELEMENTARY AND SECONDARY SCHOOL TEACHERS IN ONTARIO, CHANGES IN AVERAGE SALARY, 1970-71 TO 1976-77 FOR ELEMENTARY AND 1966-67 TO 1976-77 FOR SECONDARY

REGION	ELEMENTARY AVERAGE SALARIES[1]			SECONDARY AVERAGE SALARIES[2]		
	1970-71	1976-77	% Change	1966-67	1976-77	% Change
1	7,928	16,429	107.2	7,994	20,391	155.1
2	7,861	16,133	105.2	8,011	18,986	137.0
3	7,837	15,836	102.1	8,190	20,680	152.5
4	7,802	16,208	107.7	8,210	20,331	147.6
5	7,693	15,851	106.0	7,982	20,134	152.2
6	7,866	16,411	108.6	8,039	21,013	161.4
7*	7,875	16,318	107.2	8,335	20,703	148.4
9	7,531	157,39	109.0	7,809	18,864	141.6
10	7,708	16,519	114.3	7,815	21,949	180.9
1-10*	7,783	16,200	108.1	8,063	20,489	154.1
Metro	8,208	17,003	107.2	8,631	21,592	150.2
Prov.	7,888	16,391	107.8	8,208	20,714	152.4

[1]On grid salaries (excl. allow.)

[2]Total salaries (incl. allow.)

*Excluding Metro Toronto

Source: Elementary: Teacher Information File, Ministry of Education;
Secondary: Computer Files maintained by the OSSTF.

chapter, on Costs of Education. With inflation galloping ahead so strongly, and in light of wage and salary increases in other sectors, these large increases in the salaries of teachers are certainly not out of line. But the whole series of "waves" do move together--older teachers with more experience and better qualifications receiving higher salaries. The lag in salary increases, if indeed there is one, which is a moot point, is certainly not very great.

Before leaving this section on characteristics and proceeding to a discussion of teacher education, it is worth the time, even at the risk of some repetition, to look rather closely at the prospects of retirement for these young teachers. One can look at it under the "90 clause" (years of service plus age) and the more usual 65-and-out age rule. Besides, this little side journey will introduce us to some of the problems we are going to run into head-on when we study the superannuation plan for teachers and any variations which may be suggested, such as an early retirement incentive plan. Again, we need only skim the surface at this point, largely because even this glance will reveal the magnitude of the problems facing us during the initial period when so few teachers will reach pensionable age and during the new period when the superannuation fund will be drawn upon by large numbers within a period of at most 10 years.

For the elementary school teachers I have shown for each five-year period to 2010 the percentage and cumulative percentage of male and female teachers, separately and combined, eligible for retirement under the age 65 rule (see Table 6.24) and under the 65 + 90 rule (that is, retirement at age 65 or age plus years of service equals 90, whichever comes first. See Table 6.25). Note the low percentages eligible for retirement by the year 2000 under the age 65 rule, as compared with the percentages under the 65 + 90 rule. The differences between males and females is also substantial, but the 65 + 90 rule would in any event result in much higher percentages of retirement; practically all of the teachers by 2010 under the latter and barely half under the age 65 rule. There will be competing sets of interests at work, naturally, between those concerned

TABLE 6.24

ESTIMATED PERIOD OF RETIREMENT OF ELEMENTARY SCHOOL TEACHERS IN ONTARIO AT AGE 65, BY SEX AND PERCENT OF TOTAL TEACHING FORCE IN 1976-77

YEARS	MALE		FEMALE		TOTAL	
	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage
1976-80	0.3	0.3	1.1	1.1	0.9	0.9
1981-85	1.0	1.3	2.6	3.7	2.0	2.9
1986-90	2.3	3.6	4.1	7.8	3.6	6.5
1991-95	4.5	8.1	5.6	13.4	5.3	11.8
1996-00	7.6	15.7	7.5	20.9	7.5	19.3
2001-05	14.5	30.2	11.2	32.1	12.2	31.5
2006-10	24.7	54.9	15.6	47.7	18.4	49.9

Source: Elementary : Teacher Information file, Ministry of Education.

TABLE 6.25

ESTIMATED PERIOD OF RETIREMENT OF ELEMENTARY SCHOOL TEACHERS IN ONTARIO AT AGE 65 OR ON THE BASIS OF AGE PLUS EXPERIENCE EQUALS 90, WHICHEVER COMES FIRST, BY SEX AND PERCENT OF TOTAL TEACHING FORCE IN 1976-77

YEARS	MALE		FEMALE		TOTAL	
	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage
1976-80	1.6	1.6	3.5	3.5	2.9	2.9
1981-85	3.7	5.3	4.3	7.8	4.2	7.1
1986-90	6.3	11.6	6.6	14.4	6.4	13.5
1991-95	12.9	24.5	10.5	24.9	11.3	24.8
1996-00	21.2	45.7	16.6	41.5	18.0	42.8
2001-05	33.1	78.8	31.1	72.6	31.7	74.5
2006-10	21.1	99.9	27.0	99.6	25.2	99.7

Source: Elementary: Teacher Information File, Ministry of Education.

with the soundness of the superannuation fund and those wishing to retire as many as possible as early as possible to permit the younger teachers to enter the force.

Similar tables have been prepared for the secondary school teachers, as shown in Tables 6.26 and 6.27, but here the pattern is quite different. The males hold a definite advantage over the females under both retirement rules and very heavily so in the case of the age 65 rule. Also a much higher percentage will be eligible for retirement in earlier years than in the case for the elementary school teachers. Many readers will, upon reflection on the number of teachers we pushed into elementary schools at tender ages and poorly prepared, are not likely to be suprised at these retirement eligibility differences (we reap what we have sown, with a vengeance). As far as teacher demand is concerned, however, in the case of neither group, elementary or secondary, can there be much relief through retirement before the mid-1990's at the best in the case of the latter and the early 2000's in the case of the former. There are some tough years to "sweat out," therefore, during the next quarter-century before the "bulge" of teachers needed to satisfy the demands of the children of the Baby Boom works its way out of the school system. What we will have, in a very real sense in terms of pupils and of teachers, is a sort of double boom followed by a double burst, unless a very high proportion of the existing teaching force is declared surplus or redundant during the intervening years. Almost a case of "heads, all lose; tails, no one wins."

Employment of Teacher Graduates in Recent Years

Let us turn now from the existing teaching force to look in a critical fashion at the supply of and demand for teacher graduates, beginning with the little we have been able to glean to date about those who have graduated since 1970 but have been unable to secure, or to hold, teaching jobs in publicly-supported school systems. All our attempts to trace these individuals have encountered the greatest

TABLE 6.26

ESTIMATED PERIOD OF RETIREMENT OF SECONDARY SCHOOL TEACHERS IN ONTARIO AT AGE 65, BY SEX AND PERCENT OF TOTAL TEACHING FORCE IN 1976-77

YEARS	MALE		FEMALE		TOTAL	
	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage
1976-80	1.3	1.3	1.9	1.9	1.5	1.5
1981-85	3.9	5.2	4.5	6.4	4.0	5.5
1986-90	7.6	12.8	6.7	13.1	7.4	12.9
1991-95	10.3	23.1	8.3	21.4	9.7	22.6
1996-00	14.1	37.2	8.5	29.9	12.5	35.1
2001-05	20.6	57.8	11.2	41.1	17.8	52.9
2006-10	24.5	82.3	20.3	61.4	23.2	76.1

Source: Annual computer files maintained by the OSSTF.

TABLE 6.27

ESTIMATED PERIOD OF RETIREMENT OF SECONDARY SCHOOL TEACHERS IN ONTARIO AT AGE 65, OR ON THE BASIS OF AGE PLUS EXPERIENCE EQUALS 90, WHICHEVER COMES FIRST, BY SEX AND PERCENT OF TOTAL TEACHING FORCE IN 1976-77

YEARS	MALE		FEMALE		TOTAL	
	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage	Percentage	Cumulative Percentage
1976-80	3.0	3.0	3.2	3.2	3.0	3.0
1981-85	5.7	8.7	5.3	8.5	5.7	8.7
1986-90	11.3	20.0	8.5	17.0	10.4	19.1
1991-95	19.5	39.5	11.7	28.7	17.2	36.3
1996-00	28.3	67.8	18.2	46.9	25.3	61.6
1901-05	24.3	92.1	33.5	81.4	27.4	85.0
2006-10	7.9	100.0	18.5	99.9	10.9	99.9

Source: Annual computer files maintained by the OSSTF.

difficulty, from sheer bureaucratic red tape as a roadblock to what seems to be incredibly poor records at the teacher training institutions. I hasten to add that the staffs at the institutions were very eager to help, on a research contract basis, but there isn't much one can do with incomplete sets of records. Most institutions seemed content to close all files once the student received his parchment or was failed. A few institutions had on their own been attempting longitudinal studies of their graduates, in a limited fashion owing to very severely restricted budgets. The attitude is one that, quite frankly, I simply fail to comprehend and refuse to accept as a responsible one. The authorities of these institutions should make certain that they know the fate of their graduates, as well as the reasons for their success or failure, once the ivy-covered walls have been left behind, even if for no reason other than to improve the program offered and hence do much to ensure the survival of their own institutions. Of particular importance at this juncture would be detailed knowledge of alternative types of employment, and whether suitable or not, of those who graduated but failed to secure regular teaching positions.

We lack some of the "bench mark" data so badly needed now, but we know that many of the students being educated as teachers find out before the end of the year that teaching as a lifelong career simply isn't "their particular cup of tea" and, even though they graduate successfully, never do intend to teach or even to apply for a job as a teacher. A very much larger group decide, after a year or at most two in the classrooms, that they can't stand the "heat of the kitchen" and have to move out to a "cooler" climate. (See Tables 6.28 to 6.30.) The Tables show that even less than a decade ago, although there has been a very marked change recently, about half of those who entered the teacher education courses, starry-eyed with idealism and buoyed by ignorance of themselves and of real classroom conditions, never make the grade past the second year of teaching, which makes teacher education a pretty expensive training process to the taxpayer and to the aspiring teacher-novice. Above all it can produce an

TABLE 6.28

MALE NEW HIRINGS IN SEPTEMBER OF EACH YEAR AND ATTRITION TO 1976-1977

YEAR	STOCK	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	STILL EMPLOYED
1966	2,722	367	207	174	96	85	48	48	38	39	41	1,579
	100.0	13.5	7.6	6.4	3.5	3.1	1.8	1.8	1.4	1.4	1.5	58.0
1967	3,027		427	247	148	123	60	55	59	43	55	1,810
	100.0		14.1	8.2	4.9	4.1	2.0	1.8	1.9	1.4	1.8	59.8
1968	2,908			380	244	144	79	64	67	56	54	1,820
	100.0			13.1	8.4	5.0	2.7	2.2	2.3	1.9	1.9	62.6
1969	2,764				504	308	115	100	73	60	65	1,539
	100.0				18.2	11.1	4.2	3.6	2.6	2.2	2.4	55.7
1970	1,947					507	100	81	54	58	45	1,102
	100.0					26.0	5.1	4.2	2.8	3.0	2.3	56.6
1971	1,608						167	126	97	50	47	1,121
	100.0						10.4	7.8	6.0	3.1	2.9	69.7
1972	1,185							146	73	55	51	860
	100.0							12.3	6.2	4.6	4.3	72.6
1973	912								102	53	38	719
	100.0								11.2	5.8	4.2	78.8
1974	1,092									124	96	872
	100.0									11.4	8.8	79.9
1975	1,208										199	1,009
	100.0										16.5	83.5
1976	1,144											1,144
	100.0											100.0

Source: Annual computer files maintained by the OSSTF.

TABLE 6.29

FEMALE NEW HIRINGS IN SEPTEMBER OF EACH YEAR AND ATTRITION TO 1976-1977

YEAR	STOCK	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	STILL EMPLOYED
1966	2,015	548	357	271	123	100	61	53	41	26	36	399
	100.0	27.2	17.7	13.4	6.1	5.0	3.0	2.6	2.0	1.3	1.8	19.8
1967	2,135		625	398	194	139	77	82	65	35	55	465
	100.0		29.3	18.6	9.1	6.5	3.6	3.8	3.0	1.6	2.6	21.8
1968	2,000			615	292	201	133	119	67	56	44	473
	100.0			30.7	14.6	10.0	6.6	5.9	3.3	2.8	2.2	23.6
1969	1,961				610	317	154	144	88	70	59	519
	100.0				31.1	16.2	7.9	7.3	4.5	3.6	3.0	26.5
1970	1,681					525	208	148	113	77	84	526
	100.0					31.2	12.4	8.8	6.7	4.6	5.0	31.3
1971	1,378						278	200	146	120	103	531
	100.0						20.2	14.5	10.6	8.7	7.5	38.5
1972	1,038							183	159	129	96	471
	100.0							17.6	15.3	12.4	9.2	45.4
1973	775								145	115	89	426
	100.0								18.7	14.8	11.5	55.0
1974	1,002									222	150	630
	100.0									22.2	15.0	62.9
1975	1,076										251	825
	100.0										23.3	76.7
1976	1,013											1,013
	100.0											

Source: Annual computer files maintained by the OSSTF.

TABLE 6.30

TOTAL NEW HIRINGS IN SEPTEMBER OF EACH YEAR AND ATTRITION TO 1976 - 1977

YEAR	STOCK	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	STILL EMPLOYED
1966	4,737	915	564	445	219	185	109	101	79	65	77	1,978
	100.0	19.3	11.9	9.4	4.6	3.9	2.3	2.1	1.7	1.4	1.6	41.8
1967	5,162		1,052	645	342	262	137	137	124	78	110	2,275
	100.0		20.4	12.5	6.6	5.1	2.7	2.7	2.4	1.5	2.1	44.1
1968	4,908			995	536	345	212	183	134	112	98	2,293
	100.0			20.3	10.9	7.0	4.3	3.7	2.7	2.3	2.0	46.7
1969	4,725				1,114	625	269	244	161	130	124	2,058
	100.0				23.6	13.2	5.7	5.2	3.4	2.8	2.6	43.6
1970	3,628					1,032	308	229	167	135	129	1,628
	100.0					28.4	8.5	6.3	4.6	3.7	3.6	44.9
1971	2,986						445	326	243	170	150	1,652
	100.0						14.9	10.9	8.1	5.7	5.0	55.3
1972	2,223							329	232	184	147	1,331
	100.0							14.8	10.4	8.3	6.6	59.9
1973	1,687								247	168	127	1,145
	100.0								14.6	10.0	7.5	67.9
1974	2,094									346	246	1,502
	100.0									16.5	11.7	71.7
1975	2,284										450	1,834
	100.0										19.7	80.3
1976	2,157											2,157
	100.0											100.0

Source: Annual computer files maintained by the OSSTF.

unhappy experience for the poor students compelled by law to attend school and take whatever they get in the way of a teacher and of teaching. But in these unfortunate days of declining enrolment the numbers of unhappy persons is swelled by two new and very different types: the redundant teacher, successful and experienced, who wishes to reenter the teaching profession as a first choice; and the eager young new teacher graduate who has his heart set on teaching in the schools but can't get a position (or at least not the type he wants in the geographical location, or even school, he wants). This "pool" of potential teachers is getting larger all the time, but we simply do not know how big it is or what the members are doing (if anything). Did they find jobs for which their professional training was suitable or was an asset, or was it all on expensive waste? Such information is obviously essential if the teacher education program is to widen its scope to cover anything other than the narrow channel of pre-service training of teachers. (More of it, of course, is beginning to be directed towards in-service and professional development, albeit at a pace which is incredibly slow in view of the needs, demands and pressures.) In a subsequent detailed report on teacher supply and demand, we will be examining the career patterns, as far as these are known, of the graduates of each of the teacher training institutions, but at this point a summary of what we know about the graduates for each institution and for the province, for all graduates of 1972 to 1976, may be useful. The graphical representation is given in Charts 6.5 to 6.7, where "inactive" means not employed as a teacher in Ontario as of September, 1976. The figures are given in Table 6.31. Some further information, for other years, of employed and inactive teachers by place of certification, is provided in Tables 6.32 to 6.34. Further, a summary for employed and unemployed secondary school teachers is given in the following seven points for the period 1972-1976.

1. During the period from 1972 through 1976, about 30% of teachers graduates (secondary) in Ontario were inactive.

CHART 6.5

DESTINATION OF ELEMENTARY SCHOOL TEACHER GRADUATES BY COLLEGE AND UNIVERSITY IN ONTARIO, 1972-1976

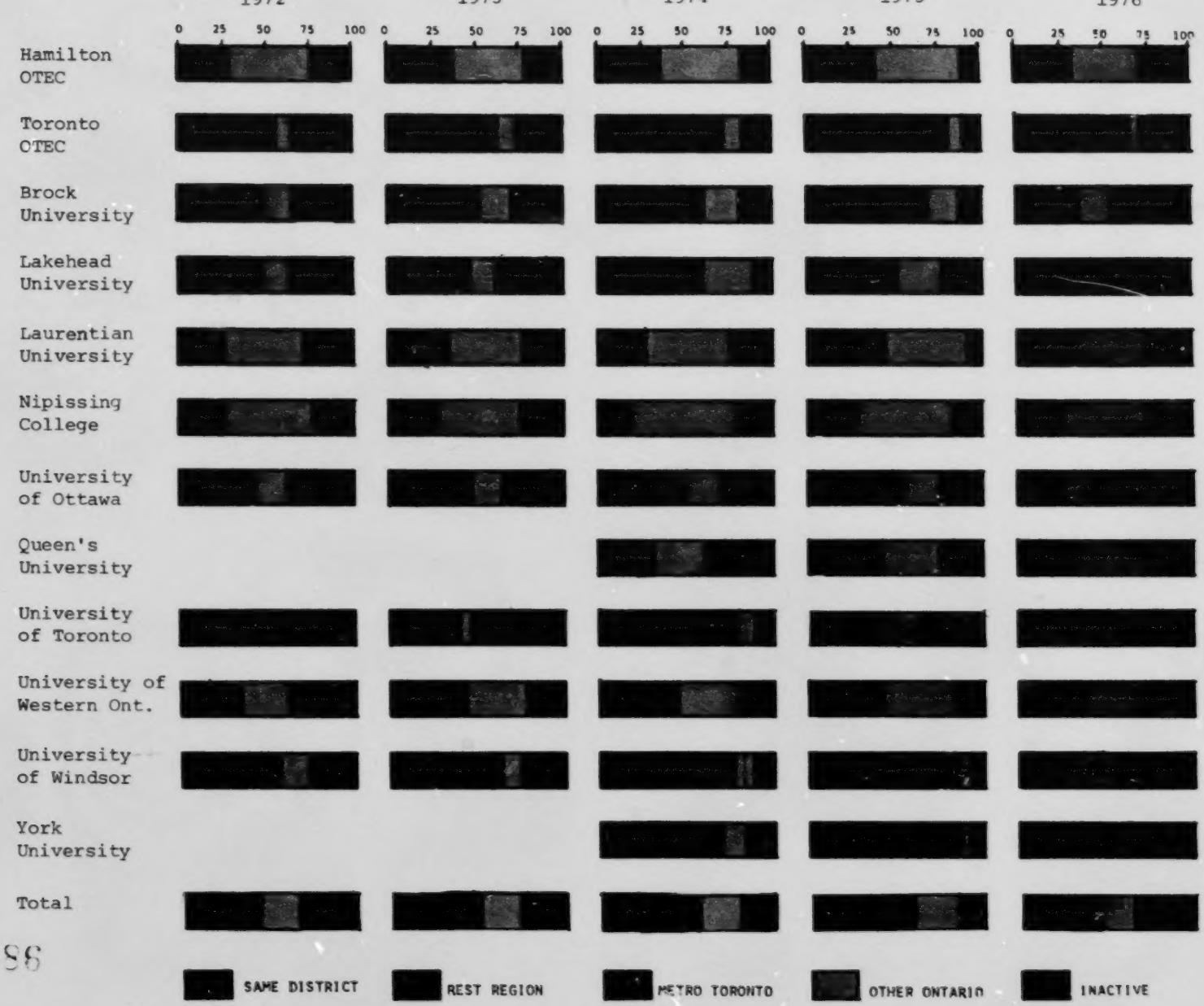


CHART 6.6

DESTINATION OF SECONDARY SCHOOL TEACHER GRADUATES BY COLLEGE AND UNIVERSITY IN ONTARIO, 1972-1976

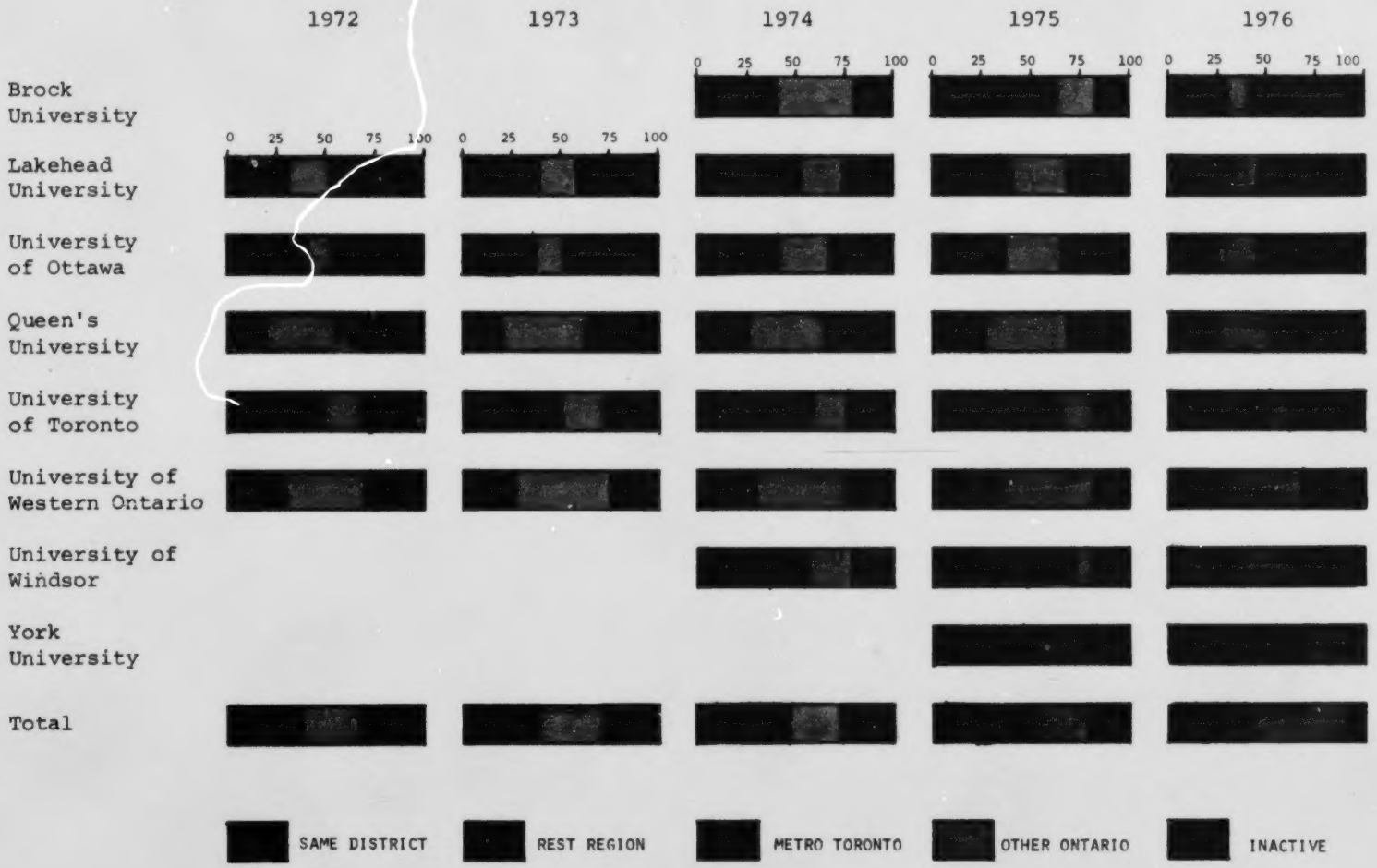


CHART 6.7

DESTINATION OF ELEMENTARY AND SECONDARY SCHOOL TEACHER GRADUATES BY COLLEGE AND UNIVERSITY, 1972-1976

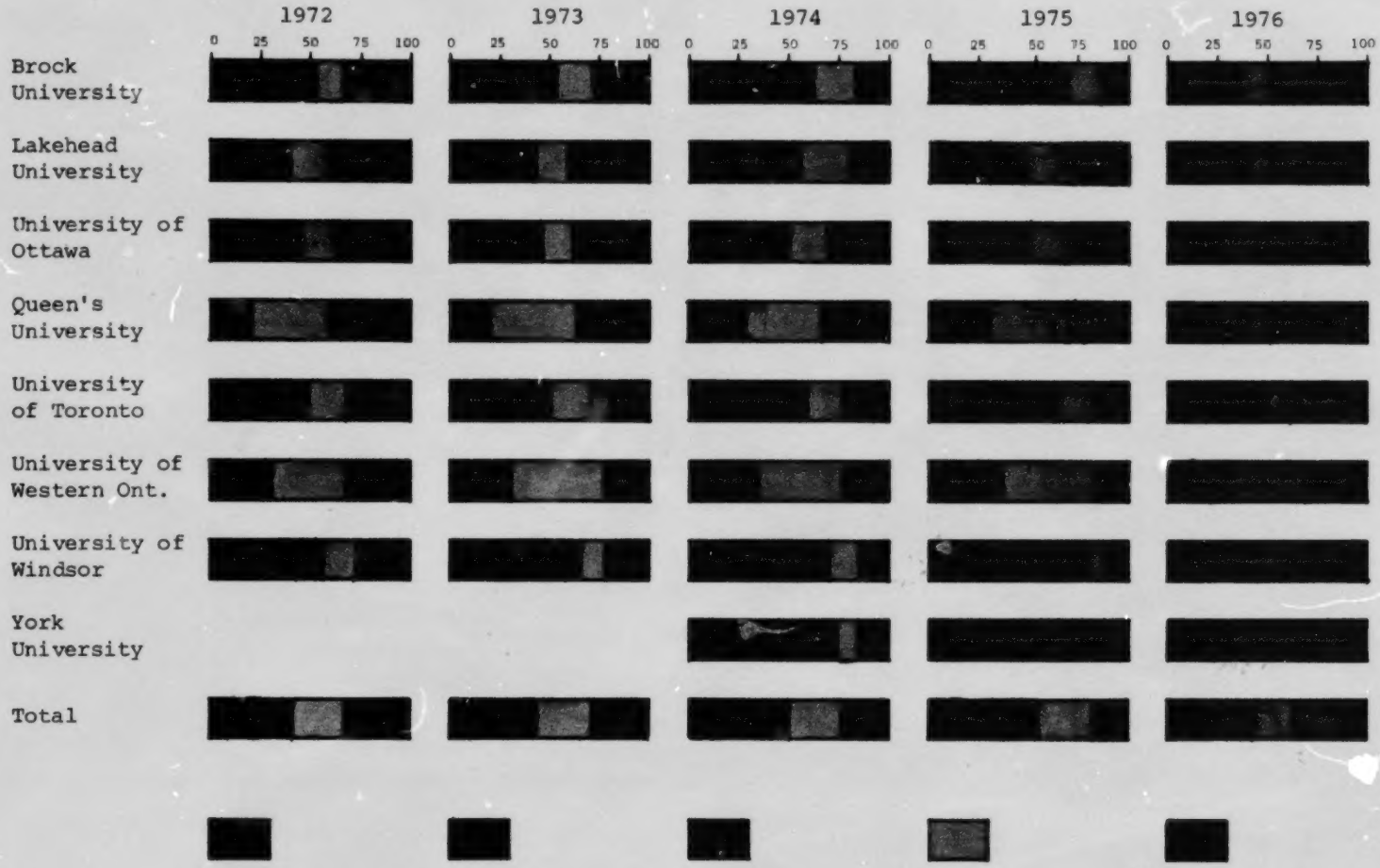


TABLE 6.31

DESTINATION OF ELEMENTARY AND SECONDARY SCHOOL TEACHER GRADUATES BY COLLEGE AND UNIVERSITY IN ONTARIO - 1972-76

	ELEMENTARY										SECONDARY										TOTAL					
	1972		1973		1974		1975		1976		1972		1973		1974		1975		1976		1972		1973		1974		1975		1976	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
HAMILTON OTEC																														
SAME DISTRICT	62	16.8	73	24.8	55	24.6	89	31.3	141	29.6																				
REST REGION	28	7.6	20	6.8	11	4.9	17	6.0	16	3.4																				
METRO TORONTO	11	3.0	16	5.4	15	6.7	9	3.2	8	1.7																				
OTHER ONTARIO	178	48.4	121	41.2	106	47.3	136	47.9	176	36.8																				
INACTIVE	89	24.2	64	21.8	37	16.5	33	11.6	136	28.5																				
TOTAL	368	100.0	294	100.0	224	100.0	284	100.0	477	100.0																				
TORONTO OTEC																														
METRO TORONTO	487	33.5	373	34.7	250	51.9	298	69.3	515	53.1																				
REST REGION	322	22.1	286	26.6	104	21.6	56	13.0	131	13.5																				
OTHER ONTARIO	141	9.7	120	11.2	49	10.2	34	7.9	49	5.1																				
INACTIVE	504	34.7	296	27.5	79	16.3	42	9.8	272	28.1																				
TOTAL	1454	100.0	1075	100.0	482	100.0	430	100.0	967	100.0																				
BROCK COLLEGE OF EDUCATION																														
SAME DISTRICT	48	45.7	79	43.2	54	44.6	82	54.7	79	31.3	1	100.0	-	-	2	40.0	23	41.9	9	21.4	49	46.23	79	43.2	56	44.44	85	52.49	88	34.93
REST REGION	4	3.8	9	4.9	14	11.6	12	8.0	10	4.0	-	-	-	-	-	-	3	5.5	3	7.2	4	3.77	9	4.9	14	11.11	15	9.26	13	4.42
METRO TORONTO	4	3.8	10	5.5	7	5.8	8	5.3	1	1.2	-	-	-	-	-	-	4	12.7	1	2.4	4	3.77	10	5.5	7	5.56	12	7.41	4	2.36
OTHER ONTARIO	14	13.3	32	17.5	24	19.8	26	17.3	41	16.1	-	-	-	-	2	40.0	6	19.4	4	9.5	14	13.21	32	17.5	26	20.63	32	17.68	45	25.52
INACTIVE	35	33.4	53	28.9	22	18.2	22	14.7	119	47.2	-	-	-	-	1	20.0	5	16.1	25	59.5	35	33.02	53	28.9	23	18.25	27	14.92	144	46.96
TOTAL	105	100.0	183	100.0	121	100.0	150	100.0	252	100.0	1	100.0	-	-	5	100.0	31	100.0	42	100.0	106	100.00	183	100.0	126	100.00	181	100.00	294	100.00
LAKEHEAD UNIVERSITY																														
SAME DISTRICT	34	31.8	29	31.5	10	27.0	14	37.9	22	42.3	23	17.8	15	19.7	28	31.1	18	24.7	22	18.8	57	24.15	44	26.29	38	31.40	32	29.09	44	26.04
REST REGION	16	15.0	10	10.9	8	21.6	4	10.8	4	7.7	15	11.6	13	17.1	15	17.9	11	15.1	14	12.0	31	13.14	23	13.69	23	19.01	15	13.64	18	10.65
METRO TORONTO	4	3.7	4	4.3	4	10.8	1	2.7	3	5.8	5	3.9	2	2.6	3	3.6	1	1.4	4	3.4	9	3.81	6	3.57	7	5.79	2	1.82	7	4.14
OTHER ONTARIO	14	13.1	12	13.1	11	29.8	9	24.3	3	5.8	27	20.9	14	18.4	17	20.2	20	27.5	14	12.0	41	17.37	26	15.48	28	23.14	29	26.36	17	10.06
INACTIVE	39	36.4	37	40.2	4	10.8	9	24.3	20	38.4	59	45.8	32	42.2	21	25.0	23	31.5	63	53.8	98	41.53	69	41.07	25	20.66	32	29.09	83	49.11
TOTAL	107	100.0	92	100.0	37	100.0	37	100.0	52	100.0	129	100.0	76	100.0	84	100.0	73	100.0	117	100.0	236	100.00	168	100.00	121	100.00	110	100.00	169	100.00
LAURENTIAN																														
SAME DISTRICT	35	20.5	13	19.7	12	20.7	27	34.6	20	20.4																				
REST REGION	5	2.9	5	7.6	3	5.2	7	9.0	11	11.2																				
METRO TORONTO	5	2.9	5	7.6	1	1.7	1	1.3	3	3.1																				
OTHER ONTARIO	76	44.4	28	42.4	28	48.3	36	46.1	37	37.8																				
INACTIVE	50	29.9	15	22.7	14	24.1	7	9.0	27	27.5																				
TOTAL	171	100.0	66	100.0	58	100.0	78	100.0	98	100.0																				
NIPISSING																														
SAME DISTRICT	10	7.2	17	13.7	5	10.2	8	9.1	9	7.4																				
REST REGION	20	14.5	14	11.3	4	8.2	17	19.3	20	16.4																				
METRO TORONTO	1	5.1	7	5.6	1	2.0	1	1.1	5	4.1																				
OTHER ONTARIO	67	48.6	56	45.2	29	59.2	46	52.3	56	45.9																				
INACTIVE	34	24.6	30	24.2	10	20.4	16	18.2	32	26.2																				
TOTAL	138	100.0	124	100.0	49	100.0	88	100.0	122	100.0																				
UNIVERSITY OF OTTAWA																														
SAME DISTRICT	107	25.4	96	29.4	65	34.9	97	40.9	36	14.3	20	24.1	18	16.2	25	28.1	20	24.1	10	10.3	127	25.20	114	26.03	90	32.73	117	36.56	46	13.22
REST REGION	65	15.4	51	15.6	24	12.9	31	13.1	26	10.4	12	14.5	22	19.8	11	12.4	10	12.0	14	14.4	77	15.28	73	16.67	35	12.73	41	12.81	40	11.49
METRO TORONTO	12	2.9	9	2.8	5	2.7	7	3.0	8	3.2	2	2.4	1	.9	1	1.1	1	1.2	1	1.0	14	2.78	10	2.28	6	2.18	8	2.50	9	2.59
OTHER ONTARIO	76	18.1	58	17.7	34	18.3	33	13.9	39	15.5	10	12.0	14	12.6	21	25.8	24	28.9	20	20.6	86	17.06	72	16.44	57	20.73	57	17.81	59	16.95
INACTIVE	161	38.2	113	34.5	58	31.2	69	29.1	142	56.6	39	47.0	56	50.5	29	32.6	28	33.8	52	53.7	200	39.68	169	38.58	87	31.64	97	30.31	194	55.75
TOTAL	421	100.0	327	100.0	186	100.0	237	100.0	251	100.0	83	100.0	111	100.0	89	100.0	83	100.0	97	100.0	504	100.00	438	100.00	275	100.00	320	100.00	348	100.00
QUEENS UNIVERSITY																														
SAME DISTRICT	-	-	-	-	8	8.2	18	16.1	19	13.7	49	4.3	31	4.7	34	6.2	31	5.5	26	4.3	25	4.3	31	4.7	42	6.54	49	7.22	45	6.01
REST REGION	-	-	1	100.0	14	14.5	13	11.6	12	8.6	59	8.3	59	9.0	58	10.6	77	13.8	70	11.5	69	8.3	60	9.16	72	11.21	90	13.25	82	10.95
METRO TORONTO	-	-	-	-	8	8.2	18	16.1	19	13.7	46	7.8	39	6.0	49	9.0	51	9.1	51	8.7	46	7.8	39	5.95	57	8.88	71	10.46	72	9.62
OTHER ONTARIO	-	-	-	-	28	28.9	34	30.4	32	23.0	217	36.9	282	43.1	211	38.7	235	41.4	158	25.9	217	36.9	282	43.05	239	37.22	269	39.62	190	25.37
INACTIVE	-	-	-	-	39	40.2	29	25.8	57	41.0	251	42.7	243	37.2	193	35.5	171	30.2	303	49.6	251	42.7	243	37.10	232	36.14	200	29.46	360	48.06
TOTAL	-	-	1	100.0	97	100.0	112	100.0	139	100.0	588	100.0	654	100.0	545	100.0	567	100.0	610	100.0	588	100.0	655	100.00	642	100.00	679	100.00	749	100.00
UNIVERSITY OF TORONTO																														
METRO TORONTO	1	25.0	3	20.0	7	70.0	6	33.3	19	35.2	375	30.3	376	28.7	531	40.7	752	45.2	582	33.5	376	30.25	379	28.60	540	40.97	758	45.04	601	33.52
REST REGION	-	-	3	20.0	1	10.0	3	16.7	9	16.7	228	18.4	286	21.8	225	17.2	342	20.5	315	18.1	228	18.34	289	21.81	226	17.15	345	20.50	324	18.07
OTHER ONTARIO	-	-	1	6.7	1	10.0	2	11.1	1	1.9	232	18.7	270	20.6	227	17.4	269	16.2	177	10.2	232	18.66	271	20.45	228	17.30	271	16.10	170	9.83
INACTIVE	3	75.0	8	53.3	1	10.0	7	38.9	25	46.2	404	32.6	378	28.9	323	24.7	302	18.1	665	38.2	407	32.74	386	29.13	124	24.58	309	18.36	690	38.48
TOTAL	4	100.0	15	100.0	10	100.0	18	100.0	54	100.0	1239	100.0	1310	100.0	1308	100.0	1665	100.0	1739	100.0	1243	100.00	1325	100.00	1318	100.00	1681	100.00	1793	100.00
UNIVERSITY OF WESTERN ONTARIO																														
SAME DISTRICT	52	16.9	44	18.6	49	24.1	52	16.0	67	15.1	68	9.5	55	7.9	47	8.3	61	9.1	48	7.1	120	11.76	99	10.65	96	12.47	113	11.33	115	10.31
REST REGION	38	12.4	38	16.1	29	14.3	59	18.2	67	15.1	105	14.7	103	14.8	71	12.5	122	18.1	100	14.9	143	14.02	141	15.16	100	12.99	181	18.15	167	14.98
METRO TORONTO	16	5.2	19	8.1	14	6.9	26	8.0	38	8.6	41	5.8	28	4.0	48	8.5	50	7.4	52	7.7	57	5.59	47	5.05	62	11.56	76	7.62	90	8.07
OTHER ONTARIO	79	25.7	84	35.6	69	34.0	129	39.9	122	27.5	294	41.2	136	48.5	256	45.1	319	47.4	269	40.1	373	36.57	420	45.16	325	42.21	448	44.93	391	35.07
INACTIVE	122	39.8	51	21.6	42	20.7	58	17.9	149	33.7	205	28.8	172	24.8	145	25.6	121	18.0	203	30.2	327	32.06	227	23.98	187	24.29	179	17.95	352	31.57
TOTAL	307	100.0	236	100.0	203	100.0	324	100.0	443	100.0	713	100.0	694	100.0	567	100.0	671	100.0	672	100.0	1020	100.00	930	100.00	770	100.00	997	100.00	1115	100.00
WINDSOR UNIVERSITY																														
SAME DISTRICT	74	43.7	82	46.3	82	60.7	107	75.4	100	37.5	-	-	-	-	29	37.2	30	48.4	36	29.5	74	43.7	82	46.3	111	52.11	137	67.16	136	34.96
REST REGION	18	10.7	21	11.9	13	9.6	6	4.2	26	9.7	-	-	-	-	10	12.8	11	17.7	9	7.4	18	10.7	21	11.9	23	10.80	17	8.33	35	9.00
OTHER ONTARIO	4	2.4	13	7.3	9	6.7	7	4.9	6	2.2	-	-	-	-	5	6.4	3	4.8	4	3.3	4	2.4	13	7.3	14	6.57	10	4.90	10	2.57
INACTIVE	47	27.8	60	22.6	31	11.9	12	8.5	119	44.6	-	-	-	-	18	23.1	6	9.7	26	21.3	26	15.4	2	11.9	33	15.49	16	7.84	42	10.80
TOTAL	169	100.0	177	100.0	135	100.0	142	100.0	267	100.0	-	-	-	-	78	100.0	62	100.0	122	100.0	169	100.0	177	100.0	213	100.00	204	100.00	387	100.00
YORK UNIVERSITY																														
METRO TORONTO	-	-	-	-	11	45.8	86	51.5	37	72.5	-	-	-	-	-	-	4	100.0	8	47.1	-	-	-	-	11	45.83	90	52.63	45	66.18
REST REGION	-	-	-	-	6	25.0	60	35.9	6	11.8	-	-	-	-	1	100.0	-	-	4	23.5	-	-	-	-	7	29.17	60	35.9	10	14.71
OTHER ONTARIO	-	-	-	-	3	12.5	8	4.8	1	2.0	-	-	-	-	-	-	-	-	2	11.8	-	-	-	-	3	12.5	8	4.8	1	4.41
INACTIVE	-	-	-	-	4	16.7	13	7.8	7	13.7	-	-	-	-	-	-	-	-	3	17.6	-	-	-	-	4	16.7	13	7.8	10	14.71
TOTAL	-	-	-	-	24	100.0	167	100.0	51	100.0	-	-	-	-	1	100.0	4	100.0	17	100.0	-	-	-	-	25	100.00	171	100.00	68	100.00
ONTARIO TOTAL																														
SAME DISTRICT	459	13.1	488	14.3	340	20.9	493	23.9	493	15.5	137	5.0	119	4.2	165	6.2	171	5.5	151	4.4	596	9.5	577	10.2	505	11.7	667	12.8	644	9.8
REST REGION	760	19.9	664	18.5	332	20.6	468	22.6	664	20.9	469	17.0	446	15.7	639	23.9	860	27.5	705	20.6	1009	16.09	910	16.1	971	22.6	1336	25.6	1369	20.8
METRO TORONTO	545	15.5	486	17.3	231	14.2	285	13.9	338	10.7	409	14.9	483	17.0	391	14.6	576	18.2	529	15.5	954	15.2	969	17.1	622	14.5	861	16.5	867	13.2
OTHER ONTARIO	790	33.5	832	22.4	397	24.4	503	24.3	573	18.1	780	28.3	916	32.2	756	28.2	879	27.8	670	19.6	1570	25.1	1548	27.3	1151	26.8	1382	26.5	1243	18.9
INACTIVE	1191	33.0	776	27.6	326	20.1	317	15.3	1105	34.8	998	34.8	881	30.9	726	27.1	662	21.0	1361	39.8	2119	33.8	1657	29.3	1054	24.5	979	18.7	2466	37.4
TOTAL	3515	100.0	2814	100.0	1626	100.0	2067	100.0	3173	100.0	2753	100.0	2845	100.0	2677	100.0	3158	100.0	3416	100.0	6268	100.0	5661	100.0	4303	100.0	5226	100.0	6589	100.0

SOURCE: Teacher Information File. Ministry of Education

NOTE: Ontario Total includes the teacher education institutions of Peterborough and Stratford, both of which have since been closed.

TABLE 6.32

PERSONS QUALIFIED AS ELEMENTARY AND SECONDARY SCHOOL TEACHERS IN ONTARIO BY PLACE AND PERIOD OF THEIR FIRST TEACHER CERTIFICATION, WHO ARE NOT TEACHING IN ONTARIO ELEMENTARY AND SECONDARY SCHOOLS, 1976-77

PLACE OF FIRST CERTIFICATION	PERIOD														
	1929-1961			1962-1966			1967-1971			1972-1976			1929-1976		
	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**
Ontario	38,383	43.5	89.8	17,344	19.7	85.4	23,462	26.6	76.3	8,984	10.2	72.5	88,178	100	83.0
Quebec	695	26.4	1.6	314	11.9	1.5	1,093	41.5	3.6	528	20.1	4.3	2,631	100	2.4
Rest of Canada	1,820	28.9	4.3	1,356	21.5	6.7	1,988	31.6	6.5	1,135	18.0	9.2	6,299	100	5.9
U.S.A.	368	19.9	0.9	143	7.7	0.7	652	35.2	2.1	688	37.2	5.5	1,851	100	1.7
***United Kingdom	1,240	23.6	2.9	1,020	19.4	5.0	2,515	48.0	8.2	470	9.0	3.8	5,245	100	4.9
W. Europe	40	12.5	0.1	23	7.2	0.1	178	55.6	0.6	79	24.7	0.6	320	100	0.3
E. Europe	46	22.7	0.1	4	2.0	-	86	42.4	0.3	67	33.0	0.5	203	100	0.1
S.E. Asia	56	9.2	0.1	35	5.8	0.2	308	50.6	1.0	209	34.4	1.7	608	100	0.5
Rest of Asia	32	15.9	0.1	2	1.0	-	95	47.3	0.3	72	35.8	0.6	201	100	0.1
Africa	13	10.3	-	6	4.8	-	53	42.1	0.2	54	42.8	0.4	126	100	0.1
W. Indies	44	11.2	0.1	54	13.8	0.3	231	58.9	0.8	63	16.1	0.5	392	100	0.3
S. & C. America	24	25.0	0.1	3	3.1	-	30	31.3	0.1	39	40.6	0.3	96	100	0.0
Total	42,761	40.3	100.0	20,304	19.1	100.0	30,691	28.9	100.0	12,388	11.7	100.0	106,150	100	100.0

393

394

*Period (horizontal %)
**Origin (vertical %)
***Also includes Australia, New Zealand, Southern Rhodesia, South Africa and Eire.

Source: Teacher Information File - Ministry of Education.

TABLE 6.33

PERSONS QUALIFIED AS ELEMENTARY SCHOOL TEACHERS IN ONTARIO BY PLACE AND PERIOD OF THEIR FIRST TEACHER CERTIFICATION, WHO ARE TEACHING IN ONTARIO ELEMENTARY SCHOOLS, 1976-77

PLACE OF FIRST CERTIFICATION	PERIOD														
	1929-1961			1962-1966			1967-1971			1972-1976			1929-1976		
	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**
Ontario	17,596	30.0	93.7	10,045	17.1	90.9	17,989	30.7	87.9	13,044	22.3	88.8	58,674	100	90.2
Quebec	115	10.9	0.6	116	11.0	1.0	452	42.9	2.2	371	35.2	2.5	1,054	100	1.6
Rest of Canada	575	28.3	3.1	390	19.2	3.5	570	28.1	2.8	496	24.4	3.4	2,031	100	3.1
U.S.A.	41	7.5	0.2	22	4.3	0.2	157	28.8	0.7	325	59.6	2.2	545	100	0.8
***United Kingdom	424	23.6	2.3	331	18.4	3.0	790	43.9	3.9	253	14.1	1.7	1,798	100	2.7
W. Europe	12	9.7	0.1	15	12.1	0.1	60	48.4	0.3	37	29.8	0.3	124	100	0.1
E. Europe	2	4.3	-	4	8.7	-	18	39.1	0.1	22	47.8	0.1	46	100	0.0
S.E. Asia	7	3.2	-	27	12.3	0.2	140	63.9	0.7	45	20.5	0.3	219	100	0.3
Rest of Asia	1	1.8	-	4	7.1	-	26	46.4	0.1	25	44.6	0.2	56	100	0.0
Africa	0	0.0	0.0	9	11.7	0.1	42	54.5	0.2	26	33.8	0.2	77	100	0.1
W. Indies	5	1.5	0.0	84	25.7	0.8	202	61.7	1.0	36	11.0	0.2	327	100	0.5
S. & C. America	1	2.8	0.0	8	22.2	17.0	19	52.8	0.1	8	22.2	0.1	36	100	0.0
Total	18,779	28.9	100.0	11,055	17.0	100.0	20,465	31.5	100.0	14,688	22.6	100.0	64,987		100.0

*Period (horizontal %)
**Origin (vertical %)
***Includes Australia, New Zealand, Southern Rhodesia, South Africa and Eire.

Source: Teacher Information file - Ministry of Education.

TABLE 6.34

PERSONS QUALIFIED AS SECONDARY SCHOOL TEACHERS BY PLACE AND PERIOD OF THEIR FIRST TEACHER CERTIFICATION, WHO ARE TEACHING IN ONTARIO SECONDARY SCHOOLS, 1976-77

PLACE OF FIRST CERTIFICATION	PERIOD														
	1929-1961			1962-1966			1967-1971			1972-1976			1929-1976		
	No.	Per.*	Org.**	No.	Per.*	Org.*	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**
Ontario	7,898	23.2	95.5	8,337	24.5	96.9	10,638	31.3	90.7	7,164	21.0	92.9	34,037	100	93.7
Quebec	34	11.0	0.4	20	6.5	0.2	157	50.8	1.3	98	31.7	1.3	309	100	0.8
Rest of Canada	142	20.8	1.7	128	18.7	1.5	246	36.0	2.1	167	24.5	2.2	683	100	1.8
U.S.A.	6	1.9	0.1	5	1.6	0.1	158	51.1	1.3	140	45.3	1.8	309	100	0.8
***United Kingdom	180	24.1	2.2	87	11.6	1.0	394	52.7	3.4	86	11.5	1.1	747	100	2.0
W. Europe	2	9.1	0.0	0	0.0	0.0	10	45.5	0.1	10	45.5	0.1	22	100	0.0
E. Europe	1	2.3	0.0	1	2.3	0.0	34	77.3	0.3	8	18.2	0.1	44	100	0.1
S.E. Asia	5	10.9	0.1	6	13.0	0.1	25	54.3	0.2	10	21.7	0.1	46	100	0.1
Rest of Asia	0	0.0	0.0	1	3.8	0.0	13	50.0	0.1	12	46.2	0.2	26	100	0.0
Africa	2	9.1	0.0	1	4.5	0.0	16	72.7	0.1	3	13.6	0.0	22	100	0.0
W. Indies	2	3.2	0.0	13	21.0	0.2	37	59.7	0.3	10	16.1	0.1	62	100	0.1
S. & C. America	0	0.0	0.0	0	0.0	0.0	1	100.0	0.0	0	0.0	0.0	1	100	0.0
Total	8,272	22.8	100.0	8,599	23.7	100.0	11,729	32.3	100.0	7,708	21.2	100.0	36,308	100	100.0

Source: Teacher Information file - Ministry of Education.

*Period (horizontal %)
**Origin (vertical %)
***Also includes Australia, New Zealand, Southern Rhodesia, South Africa and Eire.

2. In 1976, the inactive rate for these graduates reached a level as high as 40%. With the exception of 1975, when it dropped to 21%, it has fluctuated in the vicinity of 30%.
3. During the whole period (1972-76), on average, the inactive rates were more than 40% among the graduates with guidance, classics and language, social study, and library. Other categories with inactive rates between 30% and 40% were history, science, arts, and English. On the other hand, the lowest rates, less than 25%, are found for the following categories: music, home economics, commerce and vocation. Physical education, mathematics, chemistry and French & Francais fell in 25% to 30% average categories.
4. In half of the categories (English, history, social study, library, chemistry, science, guidance, physical education, arts and geography) the inactive rates were highest for the year 1976, the latest year of observation. In most of the other categories they were highest in the year 1972, the first year of observation.
5. During the period, on average, the inactive rates were more than 40% among the graduates who had social study as their second subject. Among the other categories with high inactive rates were the graduates of guidance, arts, library and geography as their second subject, varying from 29% to 38%. These rates for the second subject were also above average among the graduates who had one of the following as their second subject, varying from 32% to 35%, english, chemistry, French and Francais, science, and history. The lowest inactive rates were found among the graduates who took as their second subject either music, home economics, or commerce.
6. As was the case in regard to "first subject" categories, in half of the "second subject" categories the inactive rates were highest for the year 1976, the last observation period. Those categories were classics and language, history, social study, library, chemistry, science, guidance, physical education, geography, and other. In most of the other categories viz. English, French and Francais, mathematics, arts, commerce, vocation, home economics and 'none', the rates were highest in 1972.

7. From the observations made in 3,4,5 and 6, it becomes clear that the inactive rates follow the same pattern (both over time and over groups) for the "first subject" and "second subject" categories.

Strangely enough, despite these rather high inactive rates for teachers, enrolments in the teacher education institutions have been rather erratic. The figures for recent years are given in Table 6.35. The teachers-in-training were either unaware of or indifferent to their chances of securing jobs as teachers in this province, or were prepared to undertake the course despite the odds, having, presumably, nothing better to do. The question does arise, and naturally so, whether unrestricted entry to these pre-service teacher education programs should be permitted. I note, for example, that the Minister of Education has just announced a 50% cut in the enrolment intakes to the OTECs. Possibly the faculties of education may have cause to pause and give thought to the implications for pre-service education of teachers in all other treacher training institutions, remembering the action that had to be taken in Great Britain under like circumstances (a drastic cut back by mandate).

I am frustrated and annoyed at my inability to determine the size of the pool of unemployed and inactive ex-teachers and new teacher graduates. In my most pessimistic moments I exclaim in despair that there must be a full five years supply of trained and, for the most part, experienced and proven successful teachers "out there" waiting to be tapped (for jobs in the teaching profession). Being persistent by nature and training, I firmly intend to pursue my search to some sort of reasonable conclusion, even though it may require placing a "mail-in" advertisement in every newspaper in Ontario.

Projections of the Supply and Demand for Teachers in Ontario

The projections to be given now are based on those prepared by OISE for the Ministry of Education in 1977, but updated by one year. Unfortunately, as indicated earlier, we were unable to secure enrolments for 1977-78, for pupils or for teachers-in-training, and the projections

TABLE 6.35

ENROLMENT IN TEACHER EDUCATION INSTITUTIONS IN ONTARIO, 1968-1976

YEAR OCTOBER 15	ENROLMENTS		
	Elementary	Secondary	Total
1968	9,277	2,116	11,393
1969	7,896	2,874	10,770
1970	7,571	2,766	10,337
1971	4,250	3,010	7,260
1972	3,139	3,270	6,409
1973	1,780	3,036	4,814
1974	2,229	3,512	5,741
1975	3,347	3,762	7,109
1976	3,311	3,639	6,950

Source: Annual Reports of the Minister of Education.

of population are not yet available to us (nor is the most recent pupil-teacher ratio, or course). Therefore the projections given here must be viewed as first approximations, to be adjusted within a few weeks, projected to the year 2001, and issued in a separate report. I am glad to report, however, that I have just received from The Hansen Group, Management Consultants, a detailed report on the computer model for Teacher Supply and Cost which is now ready for use in preparing projections for the future. Once the basic data on population and school enrolment are available, therefore, we can produce alternative printouts for institutions, regions and the province, providing operating cost data as well as number of teacher-students needed to supply given sets of demands.

Using a rather optimistic assumption in regard to a possible increase in number of live births and a constant pupil-teacher ratio of 23.2 from 1977 to 1986, we obtain the figures shown in Table 6.36 for the number of pupils and teachers in the elementary school system. Based on these values, and estimated numbers for replacements and re-entries,we secure the total demand up to 1986 given in the final column of Table 6.37. Note the quite consistent pattern in the final column of decreasing demand for new teachers, as would be anticipated during a period of declining enrolments. In terms of manpower needs, the entries of the last column show the numbers to be supplied mainly from the training institutions under these rather optimistic assumptions.

Paralleling the process and the tables for the secondary school sector, we show in Table 6.38 the number of actual and projected students and teachers in the secondary schools from 1958 to 1986, with two sets of values for the teachers, one secured by using a pupil-teacher ratio of 17.4 and the other of 17.3. No matter which is used, the teaching force drops back to about the 1967 level, from a high of 35,352 teachers in 1977 to about 29,000 in 1986, or a loss of some 6,300 teachers. Note that the loss for elementary school teachers of Table 6.36 would be approximately 5,200. Pulling all the pieces together in Table 6.39, we obtain the total picture

TABLE 6.36

PUPILS AND TEACHERS IN ONTARIO ELEMENTARY SCHOOLS

YEAR	NUMBER OF PUPILS (HEADCOUNTS)	FULL-TIME TEACHERS	CRUDE PUPIL-TEACHER RATIO
1958	1,027,598	33,074	31.1
1959	1,081,649	35,241	30.7
1960	1,126,388	36,533	30.8
1961	1,163,053	38,079	30.5
1962	1,197,029	39,249	30.5
1963 A	1,233,164	40,875	30.2
1964 C	1,278,473	42,750	29.9
1965 T	1,320,043	44,967	29.4
1966 U	1,364,871	47,647	28.6
1967 A	1,405,052	51,018	27.5
1968 L	1,430,590	54,587	26.2
1969	1,456,117	57,587	25.3
1970	1,465,488	59,307	24.7
1971	1,456,840	58,329	25.0
1972	1,445,101	57,991	24.9
1973	1,422,885	56,630	25.1
1974	1,404,839	56,678	24.8
1975	1,389,478	58,167	23.9
1976	1,360,085	57,807	23.5
1977	1,328,950	57,282	23.2
1978 P	1,296,214	55,871	23.2
1979 R	1,274,005	54,914	23.2
1980 O	1,259,767	54,300	23.2
1981 J	1,250,217	53,889	23.2
1982 E	1,243,539	53,601	23.2
1983 C	1,236,161	53,283	23.2
1984 T	1,227,724	52,919	23.2
1985 E	1,221,116	52,677	23.2
1986 D	1,220,692	52,616	23.2

Source: Actuals from Annual Reports of the Minister of Education. Projections by the Department of Education Planning, OISE on contract with the Ministry of Education.

TABLE 6.37

ACTUAL AND PROJECTED DEMAND FOR ELEMENTARY SCHOOL TEACHERS IN ONTARIO

YEAR	STOCK OF TEACHERS	EXPAN. DEMAND OR CONTRACTION	REPLACEMENT DEMAND		TOTAL DEMAND	RE-ENTRIES TO PROFESSION		DEMAND FROM OTHER SOURCES[3]
	No.	No.	No.	%	No.	No.	%	No.
1962	39,249	+1,170	5,118	13.44[1]	6,288	1,314	20.90[2]	4,974
1963	40,875	+1,626	5,081	12.[illegible]	6,707	1,895	28.25	4,812
1964	42,750	+1,875	5,349	13.08	7,224	2,033	28.14	5,191
1965	44,967	+2,217	5,703	13.34	7,920	1,989	25.11	5,931
1966	47,647	+2,680	6,642	14.77	9,322	2,162	23.19	7,160
1967	51,018	+3,371	7,043	14.78	10,414	2,292	22.00	8,122
1968	54,587	+3,569	7,476	14.65	11,045	2,620	23.72	8,425
1969	57,587	+3,000	8,297	15.19	11,297	2,317	20.51	8,980
1970	59,307	+1,720	8,226	14.28	9,946	2,325	23.38	7,621
1971	58,329	- 978	7,813	13.17	6,835	1,876	27.45	4,959
1972	57,991	- 338	7,417	12.72	7,079	2,176	30.74	4,903
1973	56,630	-1,361	7,569	13.05	6,208	1,213	19.54	4,995
1974	56,678	+ 48	7,375	13.02	7,423	1,742	23.47	5,681
1975	58,167	+1,489	7,141	12.60	8,630	2,075	24.04	6,555
1976	57,807	- 360	6,697	11.51	6,337	1,391	21.95	4,946
1977	57,282	- 525	6,359	11.00	5,834	1,166	20.00	4,668
1978	55,871	-1,411	6,015	10.50	4,604	920	20.00	3,684
1979	54,914	- 957	5,587	10.00	4,630	926	20.00	3,704
1980	54,300	- 614	5,217	9.50	4,603	920	20.00	3,683
1981	53,889	- 411	4,887	9.00	4,476	895	20.00	3,581
1982	53,601	- 288	4,581	8.50	4,293	858	20.00	3,435
1983	53,283	- 318	4,288	8.00	3,970	794	20.00	3,176
1984	52,919	- 364	3,996	7.50	3,632	726	20.00	2,906
1985	52,677	- 242	3,704	7.00	3,462	692	20.00	2,770
1986	52,616	- 61	3,424	6.50	3,363	672	20.00	2,691

ACTUAL

PROJECTED

[1] Percentage of previous year's stock

[2] Percentage of total demand

[3] Total demand minus re-entries

Source: Annual Reports of the Ontario Minister of Education (Actuals)

TABLE 6.38

PUPILS AND TEACHERS IN ONTARIO SECONDARY SCHOOLS

YEAR		PUPILS	TEACHERS		PUPIL/TEACHER RATIO	
1958		222,075	9,573		23.2	
1959		237,576	10,464		22.7	
1960		262,775	11,478		22.9	
1961		299,177	12,850		23.3	
1962	A	331,578	14,923		22.2	
1963	C	364,210	17,170		21.2	
1964	T	395,301	19,205		20.6	
1965	U	418,738	21,659		19.3	
1966	A	436,026	24,242		18.0	
1967	L	463,736	27,164		17.1	
1968		500,807	30,203		16.6	
1969		530,679	32,342		16.4	
1970		556,913	33,693		16.5	
1971		574,520	34,469		16.7	
1972		583,013	34,549		16.9	
1973		585,725	33,889		17.3	
1974		589,650	34,231		17.2	
1975		605,160	34,826		17.4	
1976		613,055	35,352		17.3	
			Est. 1	Est. 2	Est. 1	Est. 2
1977	P	615,232	35,323	35,562	17.4	17.3
1978	R	613,928	35,283	35,487	17.4	17.3
1979	O	601,903	34,592	34,792	17.4	17.3
1980	J	579,416	33,300	33,492	17.4	17.3
1981	E	552,799	31,770	31,954	17.4	17.3
1982	C	527,629	30,324	30,499	17.4	17.3
1983	T	511,302	29,385	29,555	17.4	17.3
1984	E	506,553	29,112	29,281	17.4	17.3
1985	D	505,811	29,070	29,238	17.4	17.3
1986		502,728	28,892	29,059	17.4	17.3

Source: Actuals from Annual Reports of the Minister of Education; Projections by the Department of Educational Planning, OISE on contract with the Ministry of Education.

TABLE 6.39

ACTUAL AND PROJECTED DEMAND FOR AND SUPPLY OF SECONDARY SCHOOL TEACHERS IN ONTARIO

YEAR		TEACHER STOCK NO.	DEMAND				SUPPLY					
			Expansion No.	Replacement No.	%	Total No.	Re-entries No.	%	%	New Hirings No.	From Colleges No.	Other No.
1		2	3	4	5	6	7	8	9	10	11	12
1959		10,464										
1960		11,478	1,014	832	7.95	1,846	192	1.67	10.40	1,654	1,152	502
1961		12,850	1,372	898	7.82	2,270	264	2.05	11.63	2,006	1.342	664
1962	A	14,923	2,073	1,118	8.70	3,191	332	2.22	10.40	2,359	1,826	1,033
1963		17,170	2,247	1,493	10.00	3,740	354	2.06	9.47	3,386	2,273	1,113
1964	C	19,205	2,035	1,644	9.57	3,679	376	1.96	10.22	3,303	2,288	1,015
1965	T	21,659	2,454	2,050	10.67	4,504	417	1.93	9.26	4,087	2,638	1,449
1966		24,242	2,583	2,453	11.33	5,036	442	1.82	8.78	4,594	2,696	1,898
1967	U	27,164	2,922	2,948	12.16	5,870	571	2.10	9.73	5,299	3,351	1,948
1968	A	30,203	3,039	3,101	11.42	6,140	728	2.41	11.86	5,412	3,833	1,579
1969		32,342	2,139	3,480	11.52	5,619	757	2.34	13.47	4,862	2,455	2,407
1970	L	33,693	1,351	3,754	11.61	5,105	862	2.56	16.89	4,243	2,528	1,715
1971		34,469	776	3,438	10.20	4,214	847	2.46	20.10	3,367	2,388	979
1972		34,549	80	3,273	9.50	3,353	654	1.89	19.50	2,699	1,838	861
1973		33,889	- 660	2,960	8.57	2,300	341	1.01	14.83	1,959	1,263	696
1974		34,231	+ 342	2,781	8.21	3,123	493	1.44	15.79	2,630	1,551	1,079
1975		34,826	595	2,555	7.46	3,150	537	1.54	17.05	2,613	1,474	1,139
1976		35,352	526	2,325	6.68	2,851	434	1.23	15.22	2,417	1,435	982
1977	P	35,323	- 29	2,121	6.00	2,092	303	0.86	14.50	1,789	1,067	723
1978	R	35,283	- 40	1,943	5.50	1,903	238	0.67	12.50	1,665	971	695
1979	O	34,592	- 691	1,764	5.00	1,073	113	0.33	10.50	960	548	434
1980	J	33,300	-1,292	1,730	5.00	438	44	0.13	10.00	394	223	210
1981	E	31,770	-1,530	1,665	5.00	135	14	0.04	10.00	121	69	98
1982	C	30,324	-1,446	1,589	5.00	143	14	0.05	10.00	129	73	100
1983	T	29,385	- 939	1,516	5.00	577	58	0.20	10.00	519	295	254
1984	E	29,112	- 273	1,469	5.00	1,196	120	0.41	10.00	1,076	610	474
1985	D	29,070	- 42	1,456	5.00	1,414	141	0.49	10.00	1,273	721	553
1986		28,892	- 178	1,454	5.00	1,276	128	0.44	10.00	1,148	651	502

Note: Col. 5 = Col. 4 as % of previous year Col. 2
Col. 4 = Total withdrawals
Col. 10 = Total acquisitions minus qualified teachers re-entering profession
Col. 11 = Graduates from Ontario teacher education programs plus those holding temporary secondary school certificates
Col. 7 = Qualified teachers re-entering who were not employed as teachers in Ontario last year
Col. 8 = Col. 7 as a % of Col. 2
Col. 9 = Col. 7 as a % of Col. 6
Col. 12 = Total acquisition minus Col. 7 and Col. 11

Source: Annual Reports of the Ontario Minister of Education (Actuals)

of estimated demand for and supply of secondary school teachers in Ontario. While I may feel that the figures for the teacher stock may be overly optimistic, yet I must admit that the supply required from the colleges does seem reasonable enough in light of our present knowledge. The number of re-entres (Column 7), by the way, has been arbitrarily fixed at 10% from 1980 onwards and the number from the colleges (Column 11) was set at about 51% of total demand (Column 6). The new hirings are calculated on the differences between Column 6 and 7, so that Column 12, "other", is a residual. It would be quite possible to argue, and plausibly, that one should not fix such a quota for the colleges but rather allow the other sources to be determined first and let the supply from the colleges become the residual, the "supplier of last resort", so to speak.

Either way one plays, it is a gamble, and only in the elementary sector is the supply from the teacher training centres likely to remain reasonably high for the next decade or so. When the new figures become available, and we can revise these projections and extend them to the year 2001, I will feel in a position to comment on the steps which must be taken in regard to the supply of teachers from the training institutions. That changes will have to be made seems evident, in programs from pre-service to in-service, for example, or it seems painfully self-evident, new employers must be found for the teacher graduates (of the current as well as of past years).

I anticipate that the representations from the teacher training institutions will indeed have much to say on these and on related matters. I hope they will be able to work out their own solutions to satisfy their own problems, thus making unnecessary any direct or indirect pressures from government to move along certain lines. I do not like the mandated solution adopted in Great Britain, and perhaps we can avoid that particular undesirable set of circumstances in Ontario. But we can't do it unless the teacher training institutions cooperate in the development of adequate and satisfactory solutions. In light of further data, I will be able to present

what seem to be the most promising sets of alternatives for these institutions to consider.

Questions and Issues

1. Who should control such matters as numbers to be admitted to teacher training institutions, new programs, staffing, size of institutions and number, manpower versus general education purposes and specialization by institutions?

2. Who conducts the in-service and professional development programs--school boards/Ministry of Education? OTEC? faculties of education? teacher federation affiliates?

3. How should surplus/redundancy criteria and procedures be developed? How much responsibility does an employer have for staff development and for transfer or placement of staff declared surplus?

4. What should be the proper balance of staff in terms of age, experience, sex and levels of competency or merit?

Chapter 7

School Buildings and Sites

Of all the problems raised by declining enrolments, none seems more vexatious than the use or disposal of unused classrooms and schools. Local community groups organize and bring pressure to bear on the school authorities at all levels from the principal, who is the closest and most approachable, up to the school board. In the latter use, the hapless trustees find themselves assailed, even threatened with physical violence, at home or on the street, in their business offices and at the school board meetings, and generally individually as well as collectively. Small wonder that trustees and their officials tend to evade the issue, or the crunch, just as long as possible, although experience in many jurisdictions has demonstrated that these problems can be solved without such anger and bitterness. The means lie in careful, long-term planning, full disclosure of all the facts and all the plans well in advance to all the interested and affected parties, and a deliberate policy of full community involvement in decision making about the closing of classrooms and schools from the very beginning to the very end.

This procedure is not, as it might appear at first sight, an evasion of responsibilities and duties on the part of the trustees and their officials, but a clear recognition of the rights of the citizens, and parents in particular, to be kept informed and involved in the democratic process. One of the greatest advantages of this method is that confrontations are avoided. When they do arise it always means that there has been failure on the part of the trustees and their officials to recognize the rights of others.

An almost equally serious error is to approach the question of closure on the bases of saving dollars. The primary business of the trustees and their officials is to provide the best possible education for the children entrusted to their care. If expenditures can be reduced, that is an incidental advantage; if the best solution (in terms of programs for the children) will cost more money, then that is the way it must be done.

Again experience in this province and in other jurisdictions has shown, time after time, that given that primary objective and provided there is full and meaningful community involvement throughout, even the toughest problems of this kind can be solved satisfactorily and amiably. Amusingly, very often the local citizens have been proven right in their insistence on maintaining their local community school. In many parts of our province outside the large urban centres the school is the heart and soul of the community, often together with the church or churches. So the closing of classrooms and schools is also in the main a human problem, not solely a matter of an accountant balancing his books or an efficiency expert justifying his set of beautiful charts and plans.

Our earlier chapters on population and school enrolment have, I hope, demonstrated beyond any shadow of doubt that we are going to be faced with the problems of empty classrooms and vacant schools for many years. In part we are reaping the successes of an earlier era in coping with expansion of the school system. Once the slowdown in school building caused by the Depression and World War II was over and material and labour became available, work was begun on some of the backlog of building needs. But what began as a modest catch-up program developed into a torrent of building as the postwar Baby Boom began and continued well past its anticipated end. There was also a dramatic increase in the number of years students spent in secondary schools so that even before the postwar babies were of high school age there was a big upsurge in spending on secondary school buildings and sites.

But now we are playing a different ball game, and all the rules have been changed. So have most of the players. The primary concern of the responsible school authorities of this province, in all but a handful of boom areas, is the management of decline, not of expansion. Let us, then turn now to what is being done in Ontario today.

Present practices in utilization or disposal of surplus space (classrooms and schools)

As enrolments continue to plummet, growing numbers of classrooms -- so far mostly in elementary schools -- are becoming surplus. Technically, as defined by the Ministry of Education, "surplus" refers to any classrooms

not occupied by a teacher and a specified number of students. There are two different types of vacant space:

1. Space unoccupied in any way.
2. Classrooms not being used for instruction but occupied with board-managed services supporting the instructional program (e.g., lunch room, special art room).

When such space is required to improve the educational unit, and its use for these purposes has been approved by the Ministry of Education, it is generally not considered as "vacant" classroom space.

Initially, most schools take advantage of the new space to offer activities for which they previously had no room. However, with the steadily increasing number of empty classrooms, and where compatability with the continuing operation of the school permits, schools are opening their doors more and more to outside users -- first school related users, then the community.

When contemplating the closing of a school, some boards include in their policies guidelines for the disposition of buildings and grounds. This has assumed great importance because it has been found that parents and other community residents are more willing to accept the need for phasing out "their" school if set procedures to making such a decision are followed and there does not appear to be arbitrary action. Much conflict has been encountered by a number of boards because of the proposed use of the abandoned facility.

A variety of practices for handling surplus space have been adopted by some school boards to date, all within the general context of established Ministry procedures. Some of these school boards were included in the Commission's Information Bulletin #1 entitled School Facilities, The Community and Declining Enrolment, as case studies. They are, in alphabetical order: Etobicoke, Frontenac County, Hamilton, Hastings County, Lakehead District, Lincoln County, London, Niagara South, Nipissing, Ottawa, Sault Ste. Marie R.C.S.S., Scarborough, Stormont, Dundas & Glengarry County, Sudbury R.C.S.S. and Windsor.

It should be noted that to date most boards which have established practices and/or guidelines for surplus space are large urban ones, perhaps because the problem of declining enrolment is felt more acutely here. This is partly due to the emergence of the concept of community use of the schools in the cities and partly to the fact that city boards usually have an experienced research and planning department which provides ready access to relevant statistical information. A third reason may be the recent upsurge in local community opposition to school closure, necessitating the provision of a wider choice of alternative uses.

Ministery of Education regulations and guidelines are adhered to in both utilization and disposition of surplus classrooms and buildings:

1. Utilization

   The following order of priority is observed:

   (a) for accommodation of students of the separate school board or other non-profit schools
   (b) for the needs of the publicly supported post-secondary education system
   (c) for the needs of the community (e.g., community centres, libraries, day-care centres, etc.)
   (d) for the needs of other government agencies,
   (e) for the needs of the private sector.

2. Disposition (sale)

   If the board cannot lease the building, it may be offered for sale to the following, in order,

   (a) another school board
   (b) a publicly supported post-secondary education institution
   (c) the municipality in which the land is located or to the local board thereof
   (d) a ministry of the Government of Ontario or an authority established by it
   (e) a non-profit organization funded in whole or in part on a continuing basis by the provincial government or the Government of Canada

(f) the general public through the process of public tender, if no offer to purchase at a price acceptable to the school board is received within 90 days from any of the bodies referred to above.

Some boards (notably most of the ones mentioned above) have developed a set of options based on established guidelines and practice. Any plan for alternative use of accommodation surpluses generally aims at improving, or at least maintaining quality of services and educational opportunity in the face of ever shrinking financial resources. It is becoming an accepted practice to consider one or more of the following strategies.

1. Adjust attendance-area boundaries.
2. Supplement/upgrade programs in schools which do not meet the desired standards.
3. Relocate programs such as French immersion, special education and English as a second language (ESL).
4. Alter existing school organizational structures; reorganize grade level breakdown.
5. Establish split classes (but avoid triple gradings within one classroom).
6. Twin or pair schools.
7. Establish special-purpose open-enrolment schools.
8. Use vacant classroom space for other needs of the public/separate education system.
9. Share accommodation with another board, develop community use of the facility. Lease vacant classroom space to obtain revenue and/or share maintenance costs, develop community use of the facility of share accommodation with another board.
10. Lock one or more surplus classrooms.
11. Repatriate grades 7 and 8 to the feeder schools.
12. Close the school and transfer students and staff, or phase closing, one grade at a time. (Transportation is an important consideration here.) Attempt to use the

building in a method outlined in (8) and (9) above. Failing this, offer it for sale with the approval of the Ministry of Education. Mothball the building only if it cannot be sold or leased.

School boards tend to adopt any combination of these options. Number 8, 9, 10 and 12, which are most relevant for our purposes, are treated here in more detail.

Use vacant classroom space for other needs of the public/separate education system

Included in this option are junior kindergarten; expanded remedial programs; improved physical or outdoor education; art, music, French (immersion); English as a second language; and ethnic languages (heritage language program) in schools serving multi-cultural areas. Special enrichment programs for gifted children have been introduced. Schools may require surplus space for staff rooms, general purpose rooms, gymnatoria, resources centres, storage areas, science rooms, guidance or coordinator/consultant's offices.

Thriving continuing education classes, guided by the philosophy that learning is a lifelong endeavour, provide educational and recreational (day-time and evening) programs for adults. Special vocational programs, too, are enjoying increasing popularity. These are geared to 13 - to 15 - year old students who cannot cope with or benefit from the regular system. The Ottawa and Durham Boards of Education are among those which have developed such programs. One board (Etobicoke) cautions against masking declining enrolment by filling space in a shrinking school. The fact of redundant space must be made readily apparent to the community.

Lease vacant space in order to obtain revenue and/or share maintenance costs, develop community use of the facility or share accommodation with another board

Surplus space in Ontario Jurisdictions is leased at a rent determined in accordance with Ministry of Education memoranda and regulations. Rental fees are based on cost recovery: there is a strong feeling on the part of numerous board officials (such as in Scarborough) that the leasing

organization must be ready to pay the full operational/maintenance cost of the classroom, about $1,200 each per year, or the regular education program will suffer. Education and non-profit organizations or agencies are exempt. Compatibility of use (with the operation of a school) is another major consideration. Sometimes a cancellation clause is written into the lease.

As a case in point, the Ottawa R.C.S.S. Board is presently leasing three schools. The lessee is responsible for any operation, maintenance and repair costs incurred. The board maintains insurance on the buildings, and pays for the cost of repairs to the structure. Any loss in grant money resulting from the leasing of the schools is also charged to the lessee as rental.

Occasionally, a school board draws up separate guidelines (e.g., London). The major difference between the two lies in financial considerations. Requests for commercial use are not granted if the school is still needed for pupil accommodation.

School boards try to maximize community use of school facilities in many ways. Vacant space is most frequently used for expanded special education*, nursery and pre-school as well as school-age day-care programs. Health and psychiatric units/clinics, various community groups and social service agencies (Family Service Association, Social Planning Council, etc.) make extensive use of surplus classrooms. Users may be recreation or leisure agents; the Department of Parks and Recreation runs day-time and evening programs for adults and children. Alternate (e.g., Montessori) schools and community colleges have taken over school space. Classrooms have seen conversion to art/music/dance studios and to board offices. Other users include senior citizens, immigrants, library and volunteer services, the Red Cross, family courts, Block Parents, Canada Works

---

* Serving children with mental, physical, emotional and perceptual handicaps. Example: At Clinton Street Junior P.S. in Toronto, a program for the trainable retarded has been integrated as much as possible with the school.

projects, income tax clinics, chamber orchestras* and community newspapers* . Some jurisdictions stress multi-use, particularly if one or two entire floors in one school become vacant. Community requests for use of vacant space are on the increase in proportion to the rate of decline or even exceeding it. A changing concept of education can be discerned, namely, the belief that education is a continuing process and that everyone, regardless of age or socio-economic condition, can participate in and benefit from it.

Sharing accommodation with an adjacent board is accepted practice in cases where neighbouring boards encounter simultaneous growth and decline. On occasion two elementary boards (public and separate) have planned to close schools at the same time; mutual consultation was deemed beneficial in such an event.

Lock one or more classrooms

A few school boards have adopted a formula for the closing of surplus classrooms. The Etobicoke board, for instance, stipulates that, depending on the number of students in special education classes (1-8, 9-16, 17+), one to three surplus rooms are allocated to public schools for program enrichment. Spare classrooms over this formula that are not leased to community organizations are locked to reduce heating and caretaking costs. (The Etobicoke board has found that the caretaker or principal may be pressured from time to time to reopen an empty room for a single occasion. It is, therefore, deemed advisable to install new locks and keep the key in board offices. The annual savings for a locked classroom in Etobicoke are estimated to be $1,250. Several other boards are thinking of using the Etobicoke formula as a model.)

Close the school and transfer students and staff

School closure is considered to be the last step in solving the problem of declining enrolments. Because of its controversial nature especially if a small neighbourhood school is involved, it has been desscribed as a short-sighted measure that can have long-term effects on

---

* Used in exchange for free rehearsal attendance for children and for giving journalism classes.

the cohesive fabric of a neighbourhood. More often than not it arouses the ire of local community pressure groups. Anticipated savings are not always realized because of additional expenditures required for modifying facilities in receiving schools, increased transportation costs, reduced school support, decreased property values, neighbourhood deterioration and disruption of educational programs.

Even in cases where savings have been realized, it is recognized that cost is not the sole issue, but that economies must be balanced against safety factors, quality of educational experience and impact on community neighbourhood.

One board has carried out a successful school closing system for some time. When, after much study and debate, the administration recommends to the board that a school be closed, each parent receives written notification of the recommendation with a request to voice opinions.

The board then appoints a committee of the principals of all schools concerned, the director of education, the business administrator and five of the most vocal parents opposed to the closing. No trustees are appointed to the committee.

The committee is given all the facts so that it can arrive at a knowledgeable decision. In every case the committee has recommended that the school be closed.

A number of boards have paired schools, organized split grades and locked surplus classrooms prior to closing a building. Parents and other residents are, therefore, already aware of the declining enrolment in these schools and, at the same time, of the increasing cost of education. It appears more reasonable to them that the number of schools should decrease.

Some boards have had to close up to 11 schools after enrolment has dropped by a many as 10,000 students.

Boards tend to encounter confrontations with the community largely on a proposal to close; relatively little criticism is heard after the school is closed and the children settled in their new environment.

Board administrators agree that the longer the time taken (18 months to 3 years) to prepare a community for closing a neighbourhood school, the more satisfactory the closing process to all parties.

Clear policy guidelines for closing schools are held to be necessary by all involved, especially when the disposition of a building is concerned.* Such policies contain clauses on (1) advisory committee membership and purposes (2) criteria for closure (3) the process of closure (4) conversion of space and (5) two optional items -- transportation and furniture/equipment.

Criteria for closure include:

1. Inadequacy of the building for other uses (location, substandard facilities, safety features, etc.)
2. Availability of space in nearby schools
3. Availability of cheaper alternatives
4. School size and operation of the unit not suitable for other purposes.

The process of closure involves:

1. Collecting, analysing and assimilating relevant information (projected enrolment in relation to functional-rated capacity, cost analysis and demographic data of each school involved)
2. Determining the proper relocation of students
3. Communicating with school staff about transfers
4. Communicating with the community
5. Receiving approval of senior administrator(s) (superintendent)
6. Considering the disposition of buildings and grounds.

The handling of transportation is not incorporated in a board's policy for closure, a separate study is usually carried out. Sometimes an ad hoc committee is set up by the board. Although transportation studies/surveys differ in scope and content, several boards regularly review such questions as safety, travelling time, location of pick-up and delivery points, luncheon arrangements and after-school activities.

---

* Some reports do not recommend a policy regarding the closing of schools "since each situation is almost unique".

If a closed building is temporarily mothballed (i.e., boarded up and used for storage until such time as it needs to be reopened) it often becomes a target for vandalism, needs costly maintenance and causes parents to wonder why available property is sitting idle. Residents complain about litter and weeds on the site. For this reason, school boards are more interested in finding a suitable tenant for the building.

* * *

Survey of use of school buildings and sites today

An acceptable alternative use is defined as one that benefits the community without being a disruptive influence on the neighbouring homes. The most welcome lessees in the eyes of the community are educational organizations that offer academic and recreation programs. Vacant school property is currently used for:

- municipal arts centres
- municipal recreation areas or playgrounds
- service or ethnic clubs
- education or administrative centres, including a professional resource centre
- community colleges/university annexes
- junior vocational annexes
- adult day schools
- centres for the mentally or trainable retarded
- alcoholic rehabilitation centres
- apartment homes
- youth recreation centres
- community centres
- private residences (small rural schoolhouses)
- alternate schools

If no lessee is found for a closed facility, a decision must be made about its disposal. The most common decisions were to sell the property or make a transfer between panels (i.e. from the elementary sector to the secondary, or vice versa). Reasons given for selling

included: the property was "no longer required for school use"; small boards were amalgamated into larger units and the property was expropriated for road widening, sewers, highway overpasses, etc.; the physical condition of the buildings was poor; the building was abandoned. A considerable number of properties have been sold to recreation, education and social service organizations. Sometimes a property is traded for equal value because the only other alternative is sale for $1.

Generally speaking, any "new" use of school buildings and sites attempts to meet the education and recreation needs of all community members young and old alike, and to respond to the right of every individual to engage in continuous learning.

Current Availability of Surplus School Facilities

The magnitude of the problem is a bit breath-taking at first sight. If we add up all the empty student spares for 1977, without making allowance for the fact that the odd spaces here and there should not really be counted at face value, we reach the astounding total of over 600,000! Knowing how hard such a figure is to believe, or even accept without belief, we pulled together the figures available and present them below in Tables 7.1, 7.2 and 7.3

Surplus space estimates can be calculated from two sets of data provided by the Ministry of Education. They appear below: (1) 1976 enrolment figures[1] and (2) 1977 pupil loadings[2], as determined by the Ministry for legislative grant purposes (Capital Grant Plan). The difference -- obtained by subtracting (1) from (2) -- is divided by an average occupancy rate of X pupils per class in the elementary panel, and Y pupils per class in the secondary one.

The exact occupancy rate will vary from board to board. In the Commission's Information Bulletin #1, School Facilities, the Community and Declining Enrolment, boards were, therefore advised to work out the

---

[1] Information Systems and Records.

[2] Education Data Processing.

number of surplus classrooms in their jurisdiction individually. It is hoped that this bulletin will succeed in convincing school systems throughout the province of the fact that there is, indeed, unused space.

Surplus school space can be projected by using the enrolment projections (available up to 1986 from the OISE Department of Educational Planning) and current pupil loadings. The same procedure as outlined above is then followed. The fact that a board has surplus space does not ensure that it is in a geographical location where it can be used economically.

Did those of us responsible for the building boom of the 1950's and 1960's simply squander money like the proverbial drunken nobility? The answer is no. We simply had to provide buildings for those growing numbers of children we raised and for those who poured into Ontario from other provinces and countries as well. Remember, the first definite indications of a likely decline did not show up until the census of 1966, and no one could have foreseen at that time that the drop in fertility would be so sharp and so prolonged, or that it would be accompanied by that overturn of the economic order which we now despairingly refer to as "stagflation" and still haven't learned to live, or cope, with. In truth, the whole structure, not only the roof, fell in, and now we are in trouble despite those thousands of unsightly and frequently unsuitable portable classrooms that sprang up like mushrooms to look after what we thought very likely could be a temporary condition in many communities (parents <u>will</u> move away from a perfectly good school, with their children, as their fancy and better jobs may call them). Mind you, even after we were fairly certain there would be a major enrolment decline, the buildings started had to be completed and the secondary school sector was still booming. But we stopped fast, as the figures in Table 7.4 show:

TABLE 7.1
ESTIMATE OF TOTAL NUMBER OF SURPLUS
CLASSROOMS IN ONTARIO, BY BOARD (1976) - PUBLIC ELEMENTARY

- 318 -

County/District	Capacity (Nov '77)	Enrolment (Sept '76)
Atikokan	1,460	913
Brant	16,488	12,099
Bruce	8,033	8,047
Carleton	30,016	23,543
Central Algoma	2,528	1,712
Chapleau	565	371
Cochrane-Iroquois Falls	2,474	1,741
Dryden	5,007	3,508
Dufferin	5,805	4,809
Durham	38,774	30,656
East Parry Sound	4,182	3,015
East York	14,880	10,010
Elgin County	11,706	9,660
Espanola	1,911	1,319
Essex County	14,316	10,716
Etobicoke	49,283	31,416
Fort Frances-Rainy River	3,883	2,425
Frontenac County	17,663	11,531
Geraldton	901	566
Grey County	13,662	10,361
Haldimand	6,503	4,832
Haliburton	2,151	1,644
Halton	41,190	31,344
Hamilton	47,385	29,100
Hastings County	16,921	13,292
Hearst	490	390
Huron County	10,061	7,656
Kapuskasing	1,156	806
Kenora	2,796	2,089
Kent County	15,321	12,111
Kirkland Lake	2,730	1,729
Lake Superior	2,730	1,301
Lakehead	20,730	13,157
Lambton County	21,587	14,586
Lanark County	7,049	5,378
Leeds & Grenville	13,584	10,535
Lennox & Addington	6,900	5,510
Lincoln County	29,805	21,014
London	41,643	27,713
Manitoulin	1,567	1,212
Michipicoten	641	589
Middlesex County	11,144	8,380
Muskoka	6,140	5,121
Niagara South	30,682	20,599
Nipigon-Red Rock	1,016	635
Nipissing	8,744	6,038
Norfolk	8,987	6,770
North Shore	2,746	1,874
North York	99,016	60,175
Northumberland & Newcastle	18,481	13,738
Ottawa	36,499	20,381
Oxford County	14,442	11,263
Peel	67,352	51,603
Perth County	11,283	8,740
Peterborough County	14,939	12,224
Prescott & Russell County	1,183	1,218
Prince Edward County	4,543	3,217
Red Lake	1,217	1,153
Renfrew County	11,833	8,282
Sault Ste. Marie	13,356	9,116
Scarborough	79,123	54,904
Simcoe County	32,331	28,019
Stormont, Dundas & Glengarry	11,692	7,365
Sudbury	20,237	12,773
Timiskaming	4,133	2,921
Timmins	4,375	3,208
Toronto	90,286	58,348
Victoria County	7,486	6,174
Waterloo County	42,395	32,349
Wellington County	19,664	15,269
Wentworth County	19,230	12,800
West Parry Sound	3,657	2,535
Windsor	25,137	15,582
York Borough	18,997	13,676
York County	34,776	28,200
TOTAL	1,312,966	929,056

422

TABLE 7.2
ESTIMATE OF TOTAL NUMBER OF SURPLUS
CLASSROOMS IN ONTARIO, BY BOARD (1976) - SECONDARY

- 319 -

County/District	Capacity (Nov '77)	Enrolment (Sept '76)
Atikokan	780	603
Brant	8,230	6,744
Bruce	4,905	3,632
Carleton	17,740	15,134
Central Algoma	900	749
Chapleau	400	364
Cochrane-Iroquois Falls	2,170	1,800
Dryden	2,220	1,866
Dufferin	2,500	2,351
Durham	19,850	17,019
East Parry Sound	1,130	1,351
East York	4,330	5,033
Elgin County	6,310	4,855
Espanola	1,460	1,150
Essex County	8,970	8,687
Etobicoke	24,095	22,012
Fort Frances-Rainy River	2,235	1,661
Frontenac	9,870	8,135
Geraldton	830	711
Grey County	6,480	5,552
Haldimand	4,055	2,975
Haliburton	710	676
Halton	21,810	20,935
Hamilton	27,135	18,710
Hastings County	10,545	9,198
Hearst	5,730	4,689
Kapuskasing	3,250	2,271
Kenora	1,885	1,675
Kent County	9,984	8,370
Kirkland Lake	1,820	1,707
Lake Superior	1,415	968
Lakehead	11,850	9,603
Lambton County	9,670	8,897
Lanark County	4,145	3,619
Leeds & Grenville	7,675	6,232
Lennox & Addington	3,750	2,725
Lincoln County	15,810	12,629
London	24,810	18,554
Manitoulin	960	931
Michipicoten	790	580
Middlesex County	4,685	4,373
Muskoka	2,700	2,835
Niagara South	18,640	14,359
Nipigon-Red Rock	815	470
Nipissing	10,325	7,467
Norfolk	5,465	4,004
North Shore	2,530	1,731
North York	30,745	36,203
Northumberland & Newcastle	9,915	7,858
Ottawa	32,395	25,211
Peel	31,370	28,784
Perth County	5,865	5,540
Peterborough County	9,640	7,785
Prescott & Russell County	4,835	4,251
Prince Edward County	1,600	1,497
Red Lake	650	489
Renfrew County	9,145	7,855
Sault Ste. Marie	10,505	6,968
Scarborough	33,625	31,755
Simcoe County	18,935	15,959
Stormont, Dundas & Glengarry	11,439	9,232
Sudbury	19,490	15,040
Timiskaming	3,180	2,578
Timmins	4,765	3,773
Toronto	37,905	36,790
Victoria County	3,390	3,159
Waterloo County	21,635	17,850
Wellington County	9,670	8,695
Wentworth County	8,885	7,471
West Parry Sound	1,240	1,367
Windsor	15,910	12,910
York Borough	9,790	8,562
York County	19,235	16,446
TOTAL	711,293	610,918

TABLE 7.3

ESTIMATE OF TOTAL NUMBER OF SURPLUS CLASSROOMS IN ONTARIO, BY BOARD (1976) - SEPARATE

County/District	Capacity (Nov '77)	Enrolment (Sept '76)
Atikokan	565	366
Brant	5,257	3,445
Bruce-Grey	3,937	3,131
Carleton	21,390	15,692
Chapleau Panet & Township	675	404
Cochrane-Iroquois Falls	3,417	1,995
Dryden	700	434
Dufferin-Peel	22,382	21,919
Durham Region	11,739	8,567
Elgin County	2,122	1,658
Essex County	12,343	10,358
Fort Frances — Rainy River	1,130	659
Frontenac-Lennox & Addington Co.	5,986	4,381
Geraldton	1,130	854
Haldimand Norfolk	3,751	2,739
Halton	10,382	8,225
Hamilton-Wentworth	31,194	22,320
Hastings-Prince Edward County	4,850	3,909
Hearst District	2,405	1,570
Huron-Perth	3,958	2,986
Kapuskasing District	5,549	3,088
Kenora District	1,546	1,256
Kent County	7,277	5,768
Kirkland Lake District	2,883	1,634
Lakehead District	8,413	7,023
Lambton County	7,133	5,615
Lanark, Leeds & Grenville County	4,463	2,949
Lincoln County	11,226	8,475
London & Middlesex	16,339	11,085
Metropolitan Toronto	103,242	90,876
Michipicoten District	990	679
Nipissing District	13,845	9,133
North Shore District	4,722	3,180
Ottawa	42,454	20,710
Oxford County	3,121	2,184
Peterborough, Victoria, Northumberland & Newcastle	7,627	5,999
Red Lake	210	95
Renfrew County	9,948	6,093
Sault Ste. Marie District	8,937	7,301
Simcoe County	8,621	5,781
Stormont, Dundas & Glengarry	15,277	8,974
Sudbury District	32,904	23,831
Timiskaming District	3,740	1,983
Timmins District	7,554	5,268
Waterloo County	22,983	16,827
Welland County	16,412	11,910
Wellington County	6,882	4,959
Windsor	25,638	17,358
York Region	9,006	7,675
TOTAL	570,088	420,673

Table 7.4

Capital Expenditures of School Boards, 1967 to 1977

(from Reports of the Minister of Education)

Year	Captial Expenditure (thousands)
1967	$285,742
1968	300,990
1969	284,034
1970	269,570
1971	277,927
1972	211,731
1973	165,481
1974	162,425
1975	176,264
1976	144,111
1977	108,000 (est.)

Historical outline of the financing of school building

Capital funds were secured from many sources, e.g. the Ministry of Education, the federal government (indirectly), from local taxes (capital expenditure from current revenues), and from borrowing through the issuance of debentures (and, I think from church funds and even from the proceeds of lotteries and bingo games, if the truth were known).

At the end of World War II the almost universal method of financing new construction was the borrowing of money by the issuance of long-term (usually twenty-five year) debentures and their sale on the open market. Separate school boards did this directly. The others, public elementary and secondary school boards, had to rely on the municipalities to issue and sell their debentures. The rural elementary school boards, including those in township school areas, had first to submit the proposed borrowing to their electors for approval; after it was obtained, the board could require the municipal council to issue the debentures (subject to approval by the Ontario Municipal Board). Urban elementary and all secondary school boards merely requested the issuance of debentures from their councils. If council agreed, as they did over 90% of the time, the debentures were issued (again, subject to OMB approval) without appeal

to the electors. If, however, council refused to issue debentures the board could require it to put the question to the electors and if this vote was favourable, the council was required to issue the debentures once OMB approval was obtained. There were three main problems with this method of financing school construction:

1. School jurisdictions in the 1950's were growing larger and extending beyond the boundaries of a single municipality. That posed the problem of deciding which municipality should be asked to issue the debentures. It was also necessary to cope with veto power. Since more than one municipality was involved, it needed only one refusal to share in the debt to stop the debenture.
2. Because most municipalities had relatively little real property backing, interest rates for school debentures tended to be high.
3. The Ontario Municipal Board used the ratio of outstanding municipal debt to total taxable assessment as a criterion for approving borrowing. Sometimes a debt over-burden in one municipality forced the OMB to turn down the debenture application of a school board that serviced a dozen or more municipalities.

The resolution of these problems was usually a long process, sometimes resolved only by a special Order-in-Council authorizing the debenture issue.

The post war period saw several changes in financing of school construction through borrowing. In 1957 school boards in organized townships were empowered to dispense with presenting a borrowing program to their electors and could go directly to the municipality, as urban elementary and all secondary boards did.

In 1965, when all area school boards in organized townships became incorporated into single township school boards, the only remaining boards required to get direct ratepayer approval were those in unorganized townships or unsurveyed territory (where there was no municipal authority to give the approval on behalf of the ratepayers). This meant that after

1965 no board could force a council to raise debentures for a school by getting direct approval of ratepayers (followed, of course by OMB approval). Instead, the 1965 Act permitted school boards to include up to two mills each year in their councils' current capital improvements expenditures, without seeking the usual sanctions for debenture borrowings, i.e., by council and OMB approval. The limitation was more recently changed to one mill on equalized assessment -- for some boards a small and for others a large amount of money. However, much of the impetus and assistance for construction came from the province in the form of grants, as part of the total grant plans for education.

Provincial Assistance for Capital Expenditure

The immediate post-war years coincided with a dramatic change in the nature and amount of provincial financial support for school expenditures. In 1945, legislative grants to elementary and secondary school boards increased to $26,606.874 from $8,980,273 the year before -- a staggering increase in one year of 196%. In that year, the new grant plan was based on the principle of "approved cost", with the province assuming a variable percentage of such costs for elementary boards, related to population in urban municipalities and to assessment per classroom in rural areas, and for secondary boards based on the ratio of approved cost to assessment for school purposes. For both levels, "approved cost" included both annual debt charges (principal and interest) and capital outlays from current revenue.

However, after 1945, there were per-pupil limits placed on the total amount of approved cost. Thus, in the period from 1945 through 1949, expenditures for new construction were assisted provincially at the same rate as were expenditures, for example, for teachers' salaries. This was not true, however, if high debt charges for capital outlays and transportation costs pushed a board's approved cost above the per-pupil limitation, which was often a danger. As capital expenditure increased after 1945, this problem grew until, in 1950, a new grant plan was introduced which defined approved cost in a less global manner. The per-pupil limitation was removed from the total approved cost and placed instead (for elementary boards) on teachers' salaries only. To this sum

was added, among other things: "disbursements made from current funds... in respect of principal, interest and other charges due ... on debentures and capital loans (and for) new schools, additions to schools, new classrooms."

This meant that not only could all debt charges be supported by the same percentage rate of grant as were teachers' salaries (within the limitation) but also boards which took advantage of the provision, noted above, whereby an addition or a whole school could be financed in one year out of the two-mill addition to current revenue (not difficult for larger cities), would receive similar provincial support.

For secondary boards, approved cost did not include teachers' salaries and other ordinary current expenditures, but it did include all forms of expenditure on new construction. The grant paid in approved cost for secondary boards varied from a low of 15% to 30% (depending on the type and location of the municipality) to a high of 50% to 75%.

As the flood of new building at both the elementary and secondary levels increased in the 1950's, the burden of high debt charges and rising transportation costs (caused by the rapid increases in centralized elementary and secondary schools in rural areas) were putting excessive burdens on property taxes and/or limiting the desired completion of the network of central schools. As a result a new grant plan was introduced for 1958. The new feature that is of concern to the topic of this chapter was the introduction of a growth-need-grant principle. Basically this principle meant that a board's rate of grant increased not only as its unit taxable assessment declined, but also as its debt charges, transportation and capital outlays from current revenue (called extraordinary expenditure) per pupil increased.

From 1958 to the present this concept has resulted, for all boards, in higher rates of grant being paid on extraordinary expenditures than on ordinary expenditures. It might be claimed that such a practice would distort board budgetary decision-making -- towards expenditure on extraordinary expenditure at the expense of ordinary expenditure. The Ministry has taken a series of steps to minimize such a result. From 1954 through 1959 the approved cost of debt charges was based on $20,000 per classroom

and only essential classroom space was counted. Thus a new ten-room school could be approved for grant purposes at $200,000. But the school might well cost $400,000 if the board decided to include a cafeteria, auditorium, gymnasium, library and shop. Ministerial policy was to permit such a building to be built but to include in approved cost only 50% of the debt charges on that building throughout the twenty - or twenty-eight year span of the debt. The remaining 50% as well as the board's share of the approved portion had to be raised by local taxation. Except for the very ablest boards, this practice resulted in the construction of buildings as close as possible to the Ministry approval levels. Poor boards just did not build general purpose rooms, libraries and home economics classrooms. In 1959 the approved limit for seconary schools was raised to $25,000 per classroom, and the former rigidity on what was to be counted as a classroom was somewhat lessened.

While there were two further major changes in the grant structure after 1958 (one in 1964 and another in 1969), the provisions relating to extraordinary expenditure and hence to debt charges and capital outlays from current revenue remained essentially the same: the effective rate of grant on extraordinary expenditure increased as the amount of such expenditure per pupil increased.

There have been some changes both in grant structure and provincial policy which have affected the approvals for construction of school buildings:

1. A new method of approving capital expenditures was adopted in 1967 (and made retroactive to 1965). The new formula related approval to the type of accommodation (classroom, auditorium, cafeteria), the size of the building in terms of pupil places and the geographical location of the project. By the use of "accommodation unit factors" based on type of school and square footage, a much more accurate measure of needed and approved space became available. Differences in unit cost of construction in different regions of the province were also considered. The result was that between 80 and 100% of what had already been cut in projects since 1965 became recognized for grant purposes.

2. From 1967 on debentures were sold to the newly established Ontario Education Capital Aid Corporation (financed with Canada Pension Plan funds) instead of on the open market. This provided a much more secure source of funds at lower rates of interest than had previously applied.
3. In the early 1970's the policies of the Ministry of Education changed again. With concern over keeping local mill rates from rising, boards were not authorized to construct schools that cost more than the amount of ministerial approval. This action followed the release of Interim Report Number Two of the Committee on the Costs of Education, which recommended "that the amount of capital money to be made available to the Ontario Education Capital Aid Corporation to provide accommodation in elementary and secondary schools be limited to $50 millions per year, in terms of 1972 constant dollars, for each of the fiscal years 1973 to 1981 inclusive, a reduction of $109 millions below the amount allocated for 1972".

Boards were asked to prepare five-year plans for changes in accommodation needs and were required to justify much more stringently than before all requests for school construction. An additional feature was the decision to look at the total need for elementary school places in a region and require the public and separate school boards to cooperate when space surplus to the needs of one of the other of the boards became available.

4. When the new county and district boards of education were created in 1969, the power to issue debentures for both public school and secondary school purposes was transferred to them from the municipal and county councils. Only in Metropolitan Toronto are public and secondary school debentures still issued by, and subject to, the approval of the municipal council.

5. In 1976 the growth-need feature of the grant plan, which had been in effect since 1958, was abandoned, but was restored in 1977 except that capital expenditures from the revenue fund and debt charges on debentures issued in 1977 continued not to be eligible for the growth-need feature.

Evaluation of Available Documents on the Alternative Utilization of School Property

Knowing how many school boards are faced every day with these problems, I decided to try to help by providing some practical information. I hope I won't be misunderstood when I say that I commend the following to your attention, and quite seriously, without necessarily supporting or recommending any or all of the practices described herein. In any case, I prefer to take this risk rather than to leave the school boards without this assistance at this time; of course, I know that I'll be blamed for issuing Information Bulletin #1 on this topic, but help is needed and a few half-bricks won't do much harm to the head of an old hand of Irish origin!

Seven items have been selected for this evaluation because of their comprehensiveness, usefulness and general applicability. They should provide a solid basis for, and familiarity with, the subject of alternative utilization of surplus educational facilities.

1. Corman, Linda. Community Education in Canada: An Annotated Bibliography. OISE Bibliography Series No. 2, Toronto, 1975.

Abstract: This is a bibliography in four parts of Canadian writings and videotapes on "community education in Canada." Chapter 1, Community Schools/Community Education, lists items which relate to theories and definitions, specific community schools in Canada, generalized approaches to developing community schools, particular projects, and the report of the Select Committee on the Utilization of Educational Facilities (Ontario). Items include discussion of both community use and community control of schools. Chapter 2 confines itself to a list of works on community use: arguments, problems and procedures, and surveys. Chapter 3 treats

community control of schools -- the pros and cons and strategies. The last chapter lists other bibliographies, including works which contain U.S. references.

Comment: This comprehensive, well-researched bibliography should be found useful by anyone involved in community use of schools, especially since it does not confine itself to the province of Ontario, but gives a country-wide perspective.

2. Select Committee on the Utilization of Educational Facilities. Final Report. Charles E. McIlveen, Chairman. Ontario Legislative Assembly. Toronto, 1975.

Abstract: The Final Report, entitled What Happens Next Is Up to You, combines ideas and recommendations of the three interim reports with discussion of feedback received on the earlier work. Topics covered are Schools as Community Facilities, Community Schools, Community Use of Schools, Year-Round Educational Programs, and Open Education in Ontario. Final recommendations include two directly relating to surplus school space: Nos. 14 and 15 recommend community involvement prior to decisions on space utilization, school closure and sale or other disposition of school property. The other forty one recommendations are concerned with the adoption of a system of community education, planning and design of community facilities, accessibility for the physically handicapped, payment for community use of schools, planning and organization of the school year, year-round educational programs, and the establishment of a council on open education. There is a strong emphasis on public participation in planning, but not in final decision-making.

Comment: Guided by the two basic principles, Education is a lifelong pursuit, and Education is not confined to the facilities traditionally designated as educational, this report provides a comprehensive overview of advanced thinking about the utilization of educational facilities; as such it warrants a thorough reading by all persons involved in the use of surplus school space, irrespective of whether they are in total agreement with the wording and/or intent of each individual recommendation. The report also invites discussion on the extent of local community involvement in specified areas and on the advisory role played by

community school committees, which it claims is one of the shortcomings of the Ministry's Community Education Program.

3. Rideout, E. Brock, et al. Educational, Social, and Financial Implications to School Boards of Declining Enrolments. (Chapter 4: Alternative Daytime Use of Vacant School Space.) Ministry of Education, Ontario, 1977.

Abstract: Chapter 4 investigates the alternative day-time use of vacant school space when a school with declining enrolment is to be kept open. Following a preliminary survey, twenty nine schools were chosen for study from among those in which vacant space was being used for other than regular instructional purposes.

The general findings emanating from the research study are presented under these headings: (1) extent and location of vacant space (2) use of surplus space for educational purposes (3) use of surplus space by outside agencies (4) problems of alternative day-time use (5) advantages of alternative day-time use (6) leasing arrangements and (7) application process. Case studies of the alternative use of vacant space in twelve of these schools appear in an appendix to this chapter. A bibliography concludes the study.

Comment: The very detailed findings of the research study should prove most useful and informative to any individual interested in the extent and nature of alternative day-time use of vacant space in Ontario schools, and any advantages and problems associated with such use. Terms such as "vacant space", "alternative day-time use/users" are clearly defined, which is not always the case in the Select Committee's report, where some terms need clarification.

4. Rideout, E. Brock, et al. Meeting Problems of Declining Enrolment: Educational, Social, and Financial Implications to School Board of Declining Enrolment. Ministry of Education, Ontario, 1975.

Abstract: This was the final report of the first year of the contract research project: Educational, Social, and Financial Implications to School Boards of Declining Enrolment. It reports on the only completed

part of the project at that time, chiefly a series of case studies carried out to investigate the attempts of school boards to close schools. Nine cases are reported in Chapter 2. It was felt that such case studies would "enable the Ministry to draw some inferences, particularly concerning the interplay of educational, social and financial factors in controversies over the proposed closure of schools". Chapter 3 contains suggested guidelines based on the case studies and is intended for the use of boards which are apparently faced with the need to close schools. It attempts to combine the findings with information collected from board policies and from other studies on declining enrolment. Chapter 4 comprises a review of selected references related to declining enrolments, divided into the headings (1) enrolment trends (2) school size (3) costs (4) administration in the context of enrolment decline and (5) facilities. A selected bibliography appears at the end of the report.

Comment: The nine case studies should prove to be useful reading for trustees and board officials facing the possibility of school closures. The studies point to pitfalls to be avoided and give indications of the conditions under which necessary closures can be effected successfully. They also provide information for parents and community leaders to enable them to make positive suggestions on alternatives and community input into the closure/non-closure decision.

The guidelines developed from the cases and other sources should be useful as well, particularly to smaller boards.

5. Surplus School Space: Options and Opportunities. New York: Educational Facilities Laboratories, 1976.

Abstract: Surplus School Space complements the earlier EFL publication Fewer Pupils/Surplus Space (1973). It addresses itself to the complex public problem of what to do with public facilities, rather than to the single question: to close or not to close? It is a guide for community involvement in decisions on surplus school space. Options are suggested for schools which must be closed and for schools which remain open with considerable amounts of unused classroom space. Planning must be done

on a district-wide basis because the declining enrolment trend is general, but it must take into account local population trends, zoning and potential land development, the area's private schools, costs, local education needs, legal constraints and government aid and the school's role in the community. Numerous positive advantages emanate from the mixing of school and community.

Comment: This timely publication was written for a wider audience than the earlier one -- not only for school administrators and education planners/architects, but for all individuals likely to be involved in determining public policy. It serves as a valuable guide to understanding the condition of declining enrolment, the procedure which might be followed in attempting to cope reasonably with it and the options that boards could use as alternatives to the mothballing or abandonment of schools.

6. The Secondary School: Reduction, Renewal and Real Estate. Educational Facilities Laboratories, 1976. New York.

Abstract: The third EFL report, concerned largely with the impact of declining enrolment on school facilities, deals with the future of the high schools. The coming period of declining enrolment in secondary schools could be the time for a major overhaul of secondary (and adult) education. Community use similar to that in elementary schools is one suggestion; another possibility is a far-reaching integration of school and community by means of work-study programs, including programs for adults. A suggestion for financing the new type of school is leasing to profit-making tenants who would be involved in the educational program.

Comment: To date not many communities have had to face the issue of how to utilize surplus secondary school space, but it is none too early to plan for it. This report can help communities to plan now, to consider the local conditions and to select suitable options that will vitalize the high school. It is intended as an early alert that can stimulate creative planning solutions to what otherwise may turn out to be yet another crisis in education.

7. The Parallel Use Committee: A Model of Shared Decision-Making. The Toronto Board of Education. Toronto, 1974.

Abstract: In general the report of the Community Planning Group on parallel use of vacant school space by non-school groups outlines the principles and priorities of community use and procedures for its implementation. The report specifies in detail (1) how in-school space would be defined as vacant (2) general and specialized resources available to parallel use programs (3) composition and formation of the local parallel use committee (key policy points) (4) procedures under which the parallel use committee would operate and integrate with other committees and the board and (5) method for evaluation of the program after a six-month trial period. Drafts of permits and agreements to be used are attached. (The policy of fee-for-service for parallel use was revised last year.)

Comment: This report should be of considerable interest to boards currently in the process of developing policy concerning the parallel (during school hours) use of surplus school space. Boards seeking a model for a fair and equitable fee-for-service policy are advised to look at the Toronto Board's recently revised version. Especially helpful is the information provided on where, when and how parallel use committees are to function for the purpose of matching vacant space with potential users taking into account both community and school needs.

* * *

The foregoing seven documents on the alternative utilization of school property are representative of how this particular issue is treated in four geographical units: Toronto, the province of Ontario, the rest of Canada and the United States. No doubt other policies and reports exist which are equally as valuable, or more useful than those selected for inclusion in this section.

Chapter 8

The Costs of Education

For almost ten years, from the early 1960's until 1972, education had the largest claim on provincial expenditures. It accounted for more than 30% of expenditure estimates in five of the six fiscal years 1966-67 to 1971-72. Since 1972 health and education have been close competitors, with the edge clearly going to health. The two together have accounted for more than 50% of provincial expenditures every year. In the estimates from the Ontario Budget 1977, education amounted to 27% of the total and health 29%. The estimated expenditure for education in 1977-78 was $3,403 million.

It may appear inappropriate and misleading to begin a chapter on the costs of education with statements about expenditures, but we actually know very little more about the costs than what our financial records tell us about expenditures.

Now that we are some years removed from the time when efforts to measure the returns (benefits) to educational expenditures (investments) were in vogue, it seems to be that even our earlier confidence in our ability to measure the costs of education was not warranted. As the pages that follow should demonstrate, most efforts at specifying and analyzing the costs of education turn out to be, upon close examination, studies of our behavior pertaining to spending for education.

It is our inability to speak with conviction about the costs of education that is the crux of our problems related to declining enrolments. The changes in the total costs and unit costs of education that will take place along with enrolment changes will be determined as much by policy behaviour as by enrolments. This was no less so when enrolments were increasing. It is for that reason that it is no simple task to interpret the history of total and unit costs during the period of expansion in terms that will help us anticipate and prepare for total and unit costs under conditions of declining

enrolments.

It is not surprising that there is a better developed body of literature describing the social determinants of education expenditures than the physical ones. It is an integral part of a larger body of literature describing the sociological determinants of public expenditures. Nevertheless, there does exist a physical phenomenon underlying the policy phenomenon that is public education. ("Physical" in this instance refers to the use of land, labour and capital, and it would be appropriate to substitute "economic" or "engineering" for "physical". What is needed is a word that is approximately opposite to "behavioural".) Moreover, sustained efforts have been made to study the physical phenomenon and there exists a corresponding body of literature. It is especially difficult to parcel out the physical determinants of the development of education and education costs. Interestingly, however, there exists a peculiarity of education that somewhat simplifies the task of studying it as a physical phenomenon.

Education is a striking example of a class of industries that can be described as nonprogressive. These are the industries not characterized by rather constant increases in output per unit of labour and by concomitant decreases in unit costs. There is nothing pejorative about the term nonprogressive here. Some industries that many of us would call sophisticated fit the description. There are some progressive industries most of us would consider nonsophisticated. Farming and the manufacture of automobiles, indeed manufacturing generally, are good examples of progressive industries. Teaching at all levels, nursing and social case-work are good examples of non-progressive industries. Note, however, an important difference between nursing and case work or teaching. Nursing is not a proximate simile for the health industry, it refers only to a very labour intensive set of activities in a larger industry, all of which cannot be described as nonprogressive. Social case-work, or just case work, is a closer simile for social work as an industry. It is a set of labour intensive activities that make up a large part of the total activities of that

industry. Teaching is very nearly a simile for education as an industry, elementary-secondary education in particular. It is a set of labour-intensive activities that make up most of the activities of the school system.

It is true, of course, that education is potentially a progressive industry, one in which broadcasts, computers and a host of electronic devices might replace teachers. So far as elementary-secondary education is concerned, such replacement seems most unlikely. If we defined the outputs of education in units of some measured performance (mathematical or linguistic ability demonstrated on examinations, perhaps), we would be freer to substitute capital for labour. We do not define education outputs that way. We define them in terms of time, student years most often (and we are not disturbed by the fact that this could as well be taken as an input measure).

If we were suddenly to make the happy discovery that we can now teach children in six years the "intellectual" knowledge they have been learning in school in twelve years, few of us would argue that if we substitute six years of the new teaching for twelve years of the old, students would be getting the same service from the system. We would think that they were short changed by six years. This is to say that we do not have the same concern for, or appreciation of technological change in education that we do in other industries. It is this peculiarity that was referred to above as somewhat simplifying the task of studying the education production process as a physical phenomenon.

This concern for process rather than outputs characterizes both the education industry and our analyses of it. Consequently, if studies of variations in physical processes are intended to help us understand what causes variations in unit costs, the studies must concentrate on "economies of scale". This is not to say that students of processes and costs relationships do not concern themselves with quality. Their concern is more for variations in quality of inputs than for quality of outputs. In the reports of most such studies, the reader is allowed to judge for himself whether the differing qualities of inputs are

related to any output differences or to variations in the educational experience.

Economies of Scale

Economies of scale is a term that suggests great enterprises and mass production. To Canadians it frequently connotes huge operations producing for equally huge American markets, and benefiting from lower production costs than can be achieved by firms limited to Canadian markets. Industries and plants enjoy economies, or delcining unit costs, as they approach the scales of operation associated with mass markets. However, some industries reach a point where increased production can be had only at increasing unit costs. The petroleum industry in North America claims to face that situation. It is even probable that all industries face increasing unit costs, or diseconomies of scale, at some level of production. Apparently plants that are part of industries still enjoying economies of scale often experience diseconomies of scale.

It is difficult not to assume that for any production process at plant level, whether a steel plant or a school, there will be some scale of operation below which any decrease in the units produced (or processed) will increase unit costs; and some scale beyond which any increase in the units produced will increase unit costs. In effect, this produces a U-shaped line indicating the relationships between unit costs and scale of production. Most efforts to study economies of scale focus upon determining the points on the line where significantly changing unit costs occur.

Studies of the relative unit costs of large and small schools, and of the relative financial feasibility for "program enrichment" for schools of different sizes, have been popular undertakings for students of education for a half century at least. They may be said to constitute the rationalizations for the successive waves of consolidation and amalgamation that have characterized the reorganization of education on this continent over the last several generations. However, they have not always, by any means, been conducted in agreement with the

standards and procedures associated with studies of economies of scale in some other industries. Donald Dawson, who has undertaken several studies of economies of scale of schools (and boards) in Ontario, has recently written that "the study of economies of scale in public service industries is a scholarly activity of relatively recent origin. In the case of education, in particular, it is less than two decades ago that Hirsch did some of the original work in economies of scale".[1]

Dawson also points out that is is not generally agreed just what expenditures to include in these studies. Transportation costs, capital outlays, debt service and police, fire and other municipally provided services have not always been treated the same.

Not surprisingly, it is far from uncommon for two or more competent scholars to produce significantly different assessments of costs and scale relationships when studying the same organization or system. In summarizing past studies of economies of scale, Dawson says:

> In general, these studies divide themselves between studies of school boards (companies) and school (plants) in various jurisdictions. Unfortunately, most fail to allow for differences in school quality. Generally, the results indicate that at the board level there appears to be evidence of economies of scale up to a point. At the school level the evidence is much more positive in exhibiting the existence of economies of scale. Conversely, and more importantly for the purposes of this paper, it should be noted that this implies that as schools become smaller there are large diseconomies of scale after enrolment declines past the minimum efficient scale (p. 7).

The general findings from this research are related to Ontario by reference to two pieces of his own work, one a study of Ontario schools in 1964, the other a study (by D. A. Dawson and K. W. Dancy) of Ontario schools in 1970. The former is a study of the system prior to the 1969 consolidation and reorganization of the boards, the latter of the post-consolidation system. The first study measures school outputs

---

[1] D. A. Dawson, Economies of Scale and Cost-Quality Relationships in Elementary and Secondary Schools--A Survey. A paper prepared for the Commission on Declining School Enrolments, February, 1978, p. 3.

by attendance (Average Daily Attendance, ADA), and by ADA adjusted by two different indexes of quality. The study deals only with secondary schools. In the pre-consolidation Ontario system there existed a large number of boards operating only one secondary school. These single-school boards were taken as proxies for schools. The results of the study indicated the existence of "continuing economies of scale or constant returns to scale" (p. 9). Such indications of economies of scale were less clear in the case of the examination of all boards.

The second study deals with both elementary and secondary schools in the post-consolidation period. Again the measure of school output is adjusted by a quality index, this time based on a rating of schools according to average scores attained on three SACU (Service for Admission to College and University) tests. The resulting school indexes were used to construct an index of "quality weighted school board output." The results indicated economies of scale at the secondary level for boards up to a size of 4,000 pupils. Beyond 4,000 pupils the results differ "depending on whether raw or quality-adjusted data are used. The raw data indicate some diseconomies beyond the 4,000 pupils level. The quality-adjusted data suggest constant returns to scale. At the elementary level little evidence of economies of scale was found" (p. 26).

Dawson acknowledges an expectation of his reader's "lack of complete satisfaction with the comprehensiveness and consistency of the results presented..." (p. 14). An important point remains to be made about his work, however. It constitutes an expert, sustained effort to exploit the data on economies of scale in education in Ontario. The purport of his work is that the generalizations he offered above about the results of the literature on economies of scale research done elsewhere apply to education in Ontario also.

In Chapter 5 of this report Edward Hickcox observes that "school systems in Ontario for the most part are large, as a result of the reorganization of 1969. In no other jurisdiction in North America are there as many systems with pupil populations of more than 20,000."

Generally speaking, in light of their size, it is not to be expected that diseconomies of scale will be a problem to boards of education in Ontario.

However, boards must be prepared to face diseconomies, or increasing unit costs, associated with declining enrolments at the plant level except in cases of schools now operating at levels above their optimum capacity. The literature suggests that the increasing unit costs will be modest over some considerable range below the point of optimum capacity, and that there will likely be some point beyond which unit costs will increase very rapidly with declining enrolments. The literature on economies of scale may provide administrators with some insights to the probable point at which unit costs will increase with intolerable rapidity. But they are more likely to acquire useful insights from observing schools in their own and neighbouring boards. In any event, every decision to close a school will be an independent episode. The economies involved will depend upon peculiarities of the plant itself, the geographical relationship of it to other schools and the distribution of the pupil population. And, as was made very clear in Chapter 4, the point at which it will not be financially tolerable to keep the school open will be in large measure a function of the diversification of programs that parents and the board demand.

Teachers and Conditions of Employment

The point was emphasized in Chapter 1 that levels of education expenditure are determined by that aspect of our collective behaviour we call public policy making. In that same chapter the point was made also the we in this province are not now enjoying such environmental conditions as rapidly increasing government expenditures, increasing government employment particularly of university graduates and satisfying increases in real personal disposable income per person and per worker that accompanied the expansion of the teacher force. Under conditions that are not emerging for teachers, it does not seem probable that they will do as well in negotiating salary raises in the next decade

as they did in the past decade. In large measure their ability to negotiate improvements in their real and relative wages will be determined by the power of their organizations to bargain collectively and by the effectiveness of their organizations as lobbyists.

There exists no logical bases on which to project future salary adjustments under these conditions. Some points will, however, be made in the section to follow about cost implications of the salary structures in education and of the pension plan for teachers in this province. But it seems most appropriate to follow the above discussion of economies of scale with some statements on the conditions of teacher employment, in particular on the changes of those conditions associated with the recent history of teacher-board negotiations and their likely effects on the abilities of boards to minimize unit costs when accommodating enrolment changes.

In a recent study by John Kervin of teacher/board contracts for the years 1975-76, 1976-77 and 1977-78, it is pointed out that:

> Within Ontario there is substantial variation among conditions-of-employment clauses in teacher-board collective agreements. The differences are based on (1) the matters which are included in the agreements (comprehensiveness) and (2) the nature of the provisions (specificity and alternative stipulations). The significance of these is, first, that they often have direct cost implications, and second, that they often affect the amount of flexibility a board may have in dealing with staffing as enrolments decline. In general, the less flexibility, the greater the costs are likely to be for a board, since it may not be able to staff with maximum efficiency. On the other hand, the more restrictions, the greater the protection of teachers' rights, jobs, and welfare. This conflict between reducing costs on the one hand and natural justice on the other is evident in many of the arguments that both sides bring to the bargaining table when discussing conditions of employment.[2]

---

[2] J. B. Kervin, Declining Enrolments and Teacher-Board Negotiations: Bargaining Conditions of Employment, a report prepared for the Commission on Declining School Enrolments, January, 1978, p. 2.

In describing the contract clauses most relevant to declining enrolments, Kervin offers three categories of clauses: "...those that affect staffing needs directly, those that affect staffing needs indirectly, and those that affect staffing flexibility" (p. 3).

Under Directly Related Causes he places clauses dealing with pupil-teacher ratios and class size. Under Indirectly Related Causes he places clauses dealing with instruction load and leave provision. Under Staffing Flexibility Clauses he places surplus-redundancy clauses and management rights clauses.

Dealing with contracts for 1977-78 only, he shows the incidence of clauses he regards as relevant to declining enrolments in Table 8.1.

TABLE 8.1

PERCENTAGE OF AGREEMENTS (N=158) WITH CLAUSES RELEVANT TO DECLINING ENROLMENTS (1977-78)

Provision	Incidence
Pupil-teacher ratio	35%
Class size	24
Instructional load	26
Sabbatical/training leave	84
Surplus-redundancy	67
Management rights	37

Taken from J. B. Kervin Declining Enrolments and Teacher-Board Negotiations. Bargaining Conditions of Employment, a report prepared for the Commission on Declining School Enrolments in Ontario, January, 1978, p. 4.

In regard to the surplus-redundancy clauses specifically, Kervin offers these observations:

> Surplus-redundancy clauses are among the most important of those relevant to decreasing enrolments...this report will use the terms interchangeably to mean that a teacher's services are no longer needed as a result of either declining enrolments or the termination of a course or program. Clauses dealing with surplus teachers occur in approximately two thirds of the current collective agreements.
>
> The amount of variation found in these clauses is very great...some agreements merely state that the board shall "peruse, consider, and decide" matters relevant to surplus teachers, while other clauses specify in precise terms which teachers shall first be declared redundant in the event of a surplus and what alternative possibilities are to be made available to such teachers, often extending over several years.
>
> Two types of surplus-redundancy clauses bear on the question of board flexibility. The first type indicates criteria for determining who is to be declared surplus. The second specifies options open to surplus teachers.
>
> Teacher-board agreements vary widely in the type and number of factors to be taken into account in deciding who is redundant. Seniority is by far the most common criterion. It is mentioned in over 90 percent of the surplus-redundancy clauses. The other major factors, in approximate order of their use, are qualifications (e.g, university degrees), type of contract (permanent or probationary), and subject area taught. Of these four, the first three have immediate cost implications. All three imply that boards will terminate only the newer teachers, and therefore will recover only the relatively lower salaries of such teachers. (p. 13).

Kervin also undertakes to describe trends in the incidence and content of clauses negotiated by teachers and boards over the past three years, and he discusses what future directions the negotiation of conditions of employment might take:

> (Table 8.2) shows the percentage of agreements with PTR* and class size provisions in the past three years for each type of board--elementary, secondary, and separate. (Some 15 agreements from other boards (e.g., remote areas

---

*PTR is pupil-teacher ratio.

and Canadian Forces bases) have been excluded from the analysis in this report. Of the 200 possible agreements each year, one is unavailable for 1976-77, and 42 for 1977-78.) The upper portion of the table shows that the percentages of agreements containing at least one of the two types of clauses increased sharply in 76-77, and then tended to level off in the 77-78 agreements. Looking at each type of clause individually, the percentages show that PTR clauses were more frequent in 76-77 than in the preceding year, but that since then their incidence has not substantially increased. Attention seems to have shifted to class size provisions. Here elementary and secondary agreements show a sharp increase in incidence in 77-78. For separate school agreements, the frequency of class size clauses has not increased, and both types of clauses are less frequent than in elementary and secondary agreements. To extrapolate, the incidence of class size provisions seems likely to remain at about current levels in the coming year, following the pattern of PTR clauses--a sharp increase followed by a relative leveling off. Alternatively, it might be the case that attention alternates between the two: PTR clauses are a focus of attention one year, class size clauses the next. If this is true, then the coming year should show another increase in the incidence of PTR clauses. In any event, it seems that secondary teachers will continue to have the most success in adding PTR or class size clauses, and that separate school teachers will fare worst. (pp. 18-20)

TABLE 8.2

PERCENTAGES OF AGREEMENTS WITH PTR AND CLASS SIZE CLAUSES

		75-76		76-77		77-78	
		%	No.*	%	No.	%	No.
PTR and/or class size	Elementary	25	(76)	40	(75)	45	(62)
	Secondary	41	(76)	54	(76)	60	(62)
	Separate	10	(48)	23	(48)	21	(34)
PTR	Elementary	18	(76)	31	(75)	32	(62)
	Secondary	29	(76)	42	(76)	47	(62)
	Separate	4	(48)	19	(48)	18	(34)
Class Size	Elementary	16	(76)	19	(75)	27	(62)
	Secondary	20	(76)	22	(76)	29	(62)
	Separate	8	(48)	6	(48)	9	(34)

*Total number of agreements analyzed.

Taken from Kervin, 1978, p. 19.

Kervin identifies surplus/redundancy clauses as being a salient aspect of trends in conditions of employment agreements:

> (Table 8.3) shows the percentages of collective agreements containing surplus-redundancy clauses by year and board type. The figures indicate dramatic increases in the incidence of such clauses, particularly for separate school agreements. These rather noticeable trends suggest that teachers have invested most of their efforts at the bargaining table in this area rather than in those clauses related to staffing, leaves, or instructional load. This is not really surprising, since surplus and redundancy are the areas in which the effects of declining enrolments will be felt most. In other words, it appears that teachers have been more concerned with who will be declared surplus and what to do when teachers are surplus rather than with increasing the demand for positions so as to prevent or reduce redundancy.

On the other hand (Table 8.3) also shows that boards have been equally active in pursuing management rights clauses[3] ...It would appear that each side has made significant bargaining gains, although the boards' lie in an area with symbolic rather than direct cost implications.

Before this conclusion can be accepted, one would be wise to examine the actual content of the surplus-redundancy provisions. As far as identifying surplus teachers is concerned, seniority is the basic factor with cost implications (italics added). It appears in almost all agreements having a surplus-redundancy provision.... (Table 8.4) examines the incidence of four options in rough order of increasing costs to boards: severance pay, sabbatical, retraining allowance, and priority transfer (if another position is open). The figures in this table paint a very different picture compared to the (Table 8.3) statistics for the incidence of surplus-redundancy clauses. No significant increases in the proportion of agreements offering severance payments to surplus teachers have occurred in the past two years. The same is true for agreements mentioning sabbatical leaves as an option. Retraining periods (with varying amounts of board support have shown a slight increase in incidence for elementary and secondary boards....)

The one option which shows advances by the teachers is priority transfer. Its incidence in elementary agreements has increased to the level reached earlier by secondary teachers--slightly over one half....

...the priority transfer provision is among the most costly to boards since they are obliged to staff a position with a teacher who probably commands a higher salary than would be the case if they were totally free to hire, and this salary difference continues as long as the teacher remains with the board. Why then is it the most popular of the four options presented in (Table 8.4)? The answer is that boards bear this cost only if another suitable vacancy occurs for the redundant teacher. Thus there is an element of chance in this provision--if a vacancy to which the surplus teacher can be transferred does not exist, the board loses nothing (p. 32).

---

[3]Kervin elsewhere notes that management rights have symbolic significance as signs that boards are concerned about retraining administrative flexibility.

TABLE 8.3

PERCENT OF AGREEMENTS WITH SURPLUS-REDUNDANCY AND MANAGEMENT RIGHTS PROVISION

		75-76		76-77		77-78	
		%	No.*	%	No.	%	No.
Surplus-Redundancy	Elementary	37	(76)	63	(75)	66	(62)
	Secondary	62	(76)	74	(76)	74	(62)
	Separate	35	(48)	67	(48)	85	(34)
Management Rights	Elementary	24	(76)	32	(75)	32	(62)
	Secondary	25	(76)	38	(76)	34	(62)
	Separate	17	(48)	48	(48)	53	(43)

*Total number of agreements analyzed.

Taken from Kervin, 1978, p. 29

TABLE 8.4

CONTENT OF SURPLUS-REDUNDANCY PROVISIONS:
PERCENTAGE OF AGREEMENTS WITH OPTION

		75-76		76-77		77-78	
		%	No.*	%	No.	%	No.
Severence Payment	Elementary	20	(76)	21	(75)	23	(62)
	Secondary	30	(76)	36	(76)	37	(62)
	Separate	0	(48)	0	(48)	0	(48)
Sabbatical	Elementary	3	(76)	1	(75)	2	(62)
	Secondary	11	(76)	8	(76)	5	(62)
	Separate	0	(48)	0	(48)	0	(34)
Retraining Allowance	Elementary	3	(76)	12	(75)	13	(62)
	Secondary	11	(76)	26	(76)	26	(62)
	Separate	0	(48)	0	(48)	0	(34)
Priority Transfer	Elementary	24	(76)	40	(75)	56	(62)
	Secondary	53	(76)	62	(76)	63	(62)
	Separate	10	(48)	29	(48)	29	(34)

*Total number of agreements analyzed.

Taken from Kervin, 1978, p. 31.

In summary, it is appropriate to say that Kervin's study justifies the claim that conditions of employment for teachers, as these are specified in teacher/board contracts, will be an important factor in policy-making to accommodate changing enrolments. They will also be an important influence on unit and total costs. Of most interest to us in the final section of this chapter will be the role of seniority in determining terminations.

Teachers' Salaries and Retirement Benefits

The price of current teachers' services and the costs of maintaining the teacher force in retirement are important factors in determining what the resulting unit and total costs of our educational services will be.

The structure of age, experience and qualifications of the active teacher force, and the choices teachers will make about when they will retire, are important on only somewhat less direct influences on the unit and total costs of education. These variables will respond to developments that are largely beyond the influence of policy makers. The effects these variables will have on education costs will, of course, be determined in large measure by policy decisions to keep salary systems and superannuation plans as they are, or decisions to change them.

Table 1.11 presented the history of median salaries of Ontario teachers from 1944-45 to 1975-76. It rather dramatically demonstrates the phenomenon of teacher-salary development in the post-World War II period, and forcefully makes the point that continued progression is to be expected. The simplest approach to projecting the major component in the costs of education (the salary bill) for the province is to:

(i) project future values of mean salaries (using the same basic data as that used to compute median salaries);

(ii) project future pupil/teacher ratios (comparable to those in Table 1.12);

(iii) project future enrolments (as reported in Chapter 3);

(iv) calculate the future teacher force $\left(\frac{\text{the outcomes of (iii)}}{\text{the outcomes of (ii)}}\right)$;

(v) calculate total salary bills (the outcomes of (iv) X the outcomes of (i)).

No projections of teacher salary bills (the main component of education costs) or of total education costs are being presented at this time, though several projects for this Commission are now underway that will facilitate such projections, at the provincial level and at the board level (for some or all boards).

At this point the only projections being presented that may be said to be of immediate relevance to estimating the future costs of the provincial elementary/secondary education system (i.e., of total board expenditures) is a ten-year projection of provincial assistance (grants) of the provincial government to school boards. These projections are from D. K. Foot's Resources and Constraints: Public Education and the Economic Environment in Ontario, from which much of the material in Chapter I was taken.

Foot makes these very important observations and projections about provincial government grants to municipalities and school boards:

> Since 1973 provincial payments to local governments and agencies* have been governed by the "Edmonton Commitment". Essentially this Commitment has guaranteed that provincial transfers to local governments and agencies would grow at the same rate as provincial budgetary revenues. The base year was chosen to be fiscal 1973-74. According to the Provincial Treasurer, the province has transferred almost $13.7 billion out of budgetary revenues of $46.2 billion (or 29.6 per cent) over the past five years. Other assistance which includes payments in lieu of taxes, tax compensation grants, employment incentive payments and payments into the Teachers' Superannuation Fund, has brought the level of total Ontario payments to local governments and agencies to $15.4 billion since 1973. The average annual growth of these transfers has been in excess of 14 per cent, although the rate of increase has declined rapidly since the peak year of 1975-1976.

---

*Local agencies include homes for the aged, children's aid societies, health agencies, conservation authorities and library boards.

These total provincial transfers to local governments and agencies over the past five years have been distributed as follows:

	Per cent
Education	50.3
Transportation	12.9
Social Assistance	5.0
Other Conditional	2.6
Total Conditional	70.7
Total Unconditional	10.7
Payments to Agencies	7.4
Other Assistance (of which Teachers' Superannuation Fund	11.2 8.4)
Total	100.0

Conditional payments have accounted for slightly over 70 per cent of total transfers and by far the largest component of these are transfers to school boards which, by themselves, have accounted for over half of total transfers. The average annual growth of these payments has been roughly half that of "all other transfers" (9.7 per cent compared to 20.7 per cent - averaging 14.4 per cent). The pattern of growth has been somewhat similar with the exception of the current year when the growth in educational transfers is expected to increase to 10.9 per cent while the growth in "all other transfers" is estimated to decrease to only 0.4 per cent. Finally, it should be noted, that "other assistance" also includes an education related component, namely payments into the Teachers' Superannuation Fund. These payments have totalled $1.296 billion over the past five years (or 8.4 per cent of total transfers over the period). The growth in these payments is dictated by the actuarial requirements of the fund which, in turn, are influenced by teacher salary awards. Not surprisingly, therefore, there was a large increase (of $100 million or over 42 per cent) in these payments in 1976-77. The estimated payments into this fund for fiscal 1978-79 amount to $262 million.

The short-term outlook which underlies the commitments for fiscal year 1978-79 has been recently outlined by the Provincial Treasurer (in a speech to the Provincial-Municipal Liaison Committee on September 16, 1977). The speech

contained proposed "amendments" to the Edmonton Commitment by, basically, broadening the base on which assistance is to be assessed. The major new inclusion (accounting for roughly 70 per cent of the new items) is payments into the Teachers' Superannuation Fund. By including these new items under the Commitment, the Treasurer has been able to scale down provincial payments to local governments for 1978-79, from a projected $3.748 billion under the previous formula to $3.713 billion under the "broadened" formula, or a difference of $35 million. The new projection represents zero growth from the previous year under the "broadened" formula and an actual decrease in total transfers when compared to the previous formula. At the same time, the Provincial Treasurer announced a provincial commitment of a total of $4.332 billion (or an increase of 8 per cent) in transfers for 1979-80 on the basis of achieving balance under the "Broadened Edmonton Commitment".

These proposals contain the following implications for assistance to school boards and local governments and agencies in the province:

	$ billion			Per Cent Increase
	1977-78	1978-79	Increase	
Assistance to School Boards				
General Legislative Grants	1.880	1.970	0.090	4.8
Teachers' Superannuation	0.262	0.331	0.069	26.3
Total	2.142	2.301	0.159	7.4
Assistance to Municipalities and Local Agencies	1.571	1.722	0.151	9.6
Total Transfers	3.713	4.023	0.310	8.3

Consequently, the short-term outlook for the education sector in the province is for 10.9 per cent growth in legislative grants (or a 5.4 per cent growth in total assistance to school boards including superannuation payments) in 1977-78 and a 4.8 per cent growth in legislative grants (or a 7.4 per cent growth in total assistance) in 1978-79. Given the inflation projections outlined in section 2 above, these grant payments represent a real increase of approximately 3 to 4 per cent

in 1977-78 and a real decrease of approximately 2 to 3 per cent in 1978-79.

The medium-term outlook is even less promising. As noted above[4] education expenditures are projected to average in excess of 10 per cent (a real increase of approximately 3 to 4 per cent) over the next decade. However this total includes post-secondary education expenditures, expenditures on special and cultural education, Ministry administration expenditures and contributions to superannuation funds, as well as grants to school boards. The growth in the latter category, which reflects amongst other things the projected declining ratio of school-age children in the provincial population, is projected to grow only slightly until approximately 1981, after which a decline is projected (until 1986). More specifically the medium-term outlook for school board assistance (excluding superannuation payments) can be summarized as follows:

	Per Cent Average Annual Growth Rate	
	1977-82*	1982-87*
General Grants to School Boards	2.2	-0.1
Rate of Inflation in Government	7.4	8.1
'Real' Change (approx.)	-5.2	-8.2

*1977 refers to fiscal year 1977-78, etc.

Consequently, over the next decade these projections suggest that school boards in Ontario should be planning for negative 'real' growth in their receipts from the provincial government. (pp. 23-28)

These projections for negative "real" growth in the grants from the province to boards suggest that we may indeed be at a turning point in the evaluation of board expenditure behaviour. It seems appropriate to let our projections of actual expenditure behaviour wait upon the completion of several projects, now under way, intended to increase our understanding of the changing costs of teacher labour.

[4]Table 1.13 of this report.

This is, in effect, to say that the estimation of future changes in mean teacher salaries (step (i) in the above mentioned approach to estimating the future teacher salaries bill) may be particularly challenging as boards adjust to what may be a quite different role in their partnership with the province in education finance.

A dynamic element in forecasting both the costs of teachers' salaries and costs of the teachers' superannuation is the age, experience and qualifications of members of the teacher force.

Peter Atherton, in a recently completed study, Declining Enrolments and the Aging Teaching Force (prepared for the Commission) examines the phenomenon of the aging of the young teacher force, largely recruited in the 1960's, in terms of challenges they present to boards and in terms of the potential burden they constitute for the superannuation system.

In Tables 8.5 and 8.6, two presentations of the age distribution of the teacher force are offered:

TABLE 8.5

AGE DISTRIBUTION OF THE ONTARIO TEACHING FORCE
BY SECTORS FOR 1974-75 (SEPT. 1975)

	ELEMENTARY				SECONDARY			
	Male	Female	Total	%	Male	Female	Total	%
19 & under	14	168	182	.3	5	4	9	
20 - 29	9,067	22,276	31,343	52.5	6,530	5,017	11,547	35.1
30 - 39	6,684	9,395	16,079	26.9	9,493	2,208	11,701	34.6
40 - 49	2,139	5,199	7,338	12.3	4,933	1,516	6,449	19.3
50 - 59	703	3,206	3,909	6.5	2,148	1,049	3,197	9.5
60 - 65	84	610	694	1.2	188	132	320	1.0
66		6	6	.1	2	2	4	
Not reported	34	108	142	.2	86	64	150	.5
	18,725	40,968	59,693	100.0	23,385	9,992	33,377	100.0

Source: Ontario Ministry of Education, Toronto, September 1975

Taken from P. Atherton, 1978, p. 2.

TABLE 8.6

AGE DISTRIBUTION OF ONTARIO ACTIVE TEACHING FORCE
AS OF DECEMBER 31, 1975

	MALES	FEMALES		
Age Group	Number	Number	Total	%
Under 25	1,330	6,749	8,079	7
25 - 29	11,081	22,058	33,139	28
30 - 34	11,831	12,735	24,566	21
35 - 39	9,161	8,875	18,036	15
40 - 44	5,941	6,173	12,114	10
45 - 49	4,319	4,914	9,233	7
50 - 54	2,940	3,669	6,609	6
55 - 59	1,689	2,617	4,306	4
60 and over	930	1,908	2,838	2
	49,222	69,698	118,920	100

Source: Actuarial Report on the Teachers' Superannuation Fund as of December 31, 1975.

Taken from P. Atherton, 1978, p. 3.

Table 8.5 shows only those teachers in established teaching positions in September, 1975. Table 8.6 shows all persons who contributed to the Superannuation Fund for twenty days or more of employment in the system. The table also includes some contributors to the superannuation fund working in other systems or institutions (in general, persons who transferred to those establishments from the elementary/secondary school system).

In 1975 almost 80% of the elementary teaching force was less than 40 years of age, and close to 70% of the secondary teaching force was under 40. Table 8.7 shows that the experience distribution was what might be expected from such a young work force. In the elementary system, 65% had 10 or fewer years of experience, in the secondary system, 63% had 10 or fewer years of experience.

TABLE 8.7

EXPERIENCE DISTRIBUTION OF THE ONTARIO TEACHING FORCE
BY SECTORS FOR 1974-75

Total Teaching Experience, Years	Male	Female	Total	%	Male	Female	Total	%
Beginners	754	1,766	2,520	4.2	772	620	1,392	4.2
01 - 10	10,746	25,442	36,188	60.0	13,084	6,576	19,660	58.9
11 - 20	5,430	9,302	14,732	24.6	7,315	1,952	9,267	27.7
21 - 30	1,495	3,410	4,905	8.2	1,850	619	2,469	7.4
31 - 40	269	974	1,243	2.0	348	223	571	1.7
41 - 50	31	74	105		16	2	18	
51+								
Not Reported								
	18,725	40,968	59,693	100.0	23,335	9,992	33,377	99.9

Source: Ontario Ministry of Education, Toronto, September 1975

Taken from P. Atherton, p. 5.

Atherton touches upon many staffing and managerial problems associated with the expected development of the age-experience structure of this teacher population. We will consider here only some of those most pertinent to changing costs. "Current negotiated salary scales provide automatic increments for experience. The effect of such increments is to increase total annual salary costs by more than that which would be suggested by negotiated percentage increases" (p. 10). He is referring, of course, to a condition of many or most teachers having fewer than the ten or twelve years of experience associated with the top "experience level" on most salary grids. He observes that in a very few years most teachers will be at or near the top experience category. The result will be a modification and perhaps the end of average salaries going up more rapidly than negotiated increases.

Atherton notes, however, that some of the reduction of cost escalation to be expected when the bulk of the teaching force reaches the top experience category may well be countered by developments concerning academic qualifications. Teachers are typically paid for years of academic/professional education up to the equivalent of seven years beyond grade 12. A young teacher force, particularly under the competitive conditions now emerging, might be expected to increase its average academic qualifications quite relentlessly for some years to come. This condition might be expected to have the most important financial consequences for elementary teachers, 46% of whom in 1975 had less than the four years of academic and professional training required of all teachers entering the progession after 1973 (p. 12).

> Since it is possible for a teacher to move horizontally and vertically on salary grids at the same time, it may be perceived that even when the bulk of the profession has moved beyond experience increments, they may become eligible for additional salary increases for educational qualifications. Whilst it is possible, therefore, to forecast that the substantial salary cost escalation as a consequence of experience may end by 1985, cost escalation as a consequence of increased qualification may continue. (p. 14).

Atherton's observations on the salary consequences of an aging teaching force are probably very close to what most of his readers would expect. In the part of his report dealing with superannuation, it is probable that most of his readers, though already aware of the associated problems, will in fact be shocked by the dimensions of the future expenditure implications. He is no less impressed than is Foot by the present and future claims of the Teacher Superannuation Fund on total provincial expenditures and the education component thereof.

> ...the total payment required from government for 1976 (neglecting the effect of salary increases) to keep the fund actuarially sound would be some $252 million. For comparative purposes it is worth noting that in 1976 total grants to school boards were some $1,705 million.* Thus the required Provincial contribution to the Superannuation Fund amounted to almost 15 percent of total school grants (Atherton, pp. 39-40).

---

*Ministry of Education, Education Statistics Ontario, 1976, Toronto, Queens Printer, 1977, p. 126.

> In addition to the annual payments required to meet unfunded liabilities, the government is required to meet from consolidated revenue the cost of low pensions and cost of living subsidies granted to pensioners of the Teachers' Superannuation Fund between 1967 and 1975. In 1976-77 this payment amounted to $25,649,400. (Atherton, p. 41)

In summary, it appears that the changing age structure of the teaching force will be associated with some inflation of average salaries, at least in the near future, and with a distribution of salaries near the top experience pay category. The effect of the age and experience characteristics of the teaching force on expenditures may well be exaggerated by the preponderance of contract clauses emphasizing seniority as the main criterion of continued employment. A further factor that will likely work to inflate average salaries is increasing academic qualifications. However, it is also plausible to assume that the salary grids, based on experience-academic credentials and to which we have become accustomed, will be modified significantly as a result of policy changes, either at the provincial or board level. The policy decisions that will determine future salary grids, will, in effect, be determining the costs of the most expensive factor used in producing education services, and, only somewhat less directly, will partially determine levels of expenditure.

But more important to efforts to forecast future educational expenditures is the newly emerging phenomenon of the province's expenditures on the superannuation system as a large and growing component of education expenditures. This is a development the results of which would be difficult indeed to predict even if the system of education finance were facing an otherwise stable future. Under the conditions that prevail it adds a new dimension of complexity to an already unpredictable set of developments. At the very least, it will force us to readdress attention to a number of issues on education costs, education expenditures and the distribution of the bills for education. In most cases they will be issues that have been "settled" for some time, and, in fact, issues that many of us thought were with us no longer.

EPILOGUE

I suppose no Commissioner should conclude even an Interim Report in this fashion, but having been in experimental work all my life I can see no reason why I shouldn't try a departure from the usual and find out what happens. Besides, I have a number of final comments to make to you, and to your Cabinet colleagues, and I wish to outline in some detail what my plans are for the remainder of my task, and then I'll finish with two leading questions which I earnestly request that you and your government seriously consider and answer before you receive my final report. Whether or not the readers may guess from this section what some of my conclusions and recommendations may be, concerns me not one whit.

As I made clear from the beginning there will be complete disclosure throughout the whole course of my investigations, save only that the formal recommendations at the end go first to you, and to you alone. And I am pleased to report that to date no one has accused me of suppressing or withholding information, although I have been chided from time to time, and not surprisingly so in these days of bland diets of half-truths and happy lies, for speaking so openly, frankly and bluntly at all our public meetings.

My first comment is something of a report of success. Thanks to the many groups who have listened so patiently to Howard Henderson and myself, the message of population change and the inevitability of declining school enrolment (of children and youths) has become accepted as one of the facts of life.

It may be a result of education in the New Math that the facts are so readily grasped, but I favour assigning credit to the widespread use of pocket transistorized calculators, which we import in such large numbers from Japan and the United States. Certainly, given the fact that the number of live births was at a new low in 1977, most quickly calculate that the small numbers will appear in grade 1 about 1983, in grade 8 and 9 around 1991 and 1992, round out secondary school in 1995 or 1996 and then show up in the labour force or at a post-secondary institution. So, the rest of this century seems well programmed for the school systems. Curiously, perhaps, the educators do not even need the pocket calculator to figure out that the babies who were NOT born in 1977 will NOT be in the schools. They are the ghost students who never were. Starting from 1960 there are nearly 40,000 per year; compared to the fertility levels of 1960, one ghost student for every real student.

I recognize full well that if I keep on stressing the errors of our ways, then fashions may change and another Baby Boom will be enjoyed. It would be worth it, even to the point of rendering all my projections and conclusions wrong.

Thanks to the coverage provided by the media, much as I may curse their garbled versions upon occasion, the general public is becoming aware – rather painfully and reluctantly, perhaps – that there is a school problem now and that what is happening in our schools (and which happened earlier, almost unnoticed, in the disappearance of so many maternity wards and hospitals, nursing and medical personnel, and the booming baby services and supplies) is merely the leading edge of the glacier of social and economic effects which is grinding inexorably forward throughout the whole of our lives as a result of the drastic and dramatic demographic changes. The question I now face from most audiences is, not whether my facts and inferences or projections are correct, but what do we do about it, and how do we learn to live in the shadow of these impending alterations in our way of life.

My second comment is to express the deep concern I feel about the psychological and emotional impact these actual and impending changes will have on our people. This is a problem, Mr. Minister,

which is going to be placed squarely in the laps of the politicians, federal, provincial, and municipal – I was about to add the international, but the wise leaders there are indeed scarcer than the proverbial hen's teeth. (I refrain from commenting on the supply at the national and provincial scene.) Certainly, this particular "baby" will be as welcome to you and your colleagues as were the proverbial products of original sin which the erring daughters in the fiction of my youth plopped in the laps of their horrified and scandalized parents.

We know very well that what we are facing now in Canada, since this generation of potential parents is not replacing itself with sons and daughters, is in the short run a winding down of the school systems throughout the rest of this century and probably well beyond the magic year 2000, and in the long term a similar winding down, through depopulation, of our country. My psychologist consultants advise me that if there are no "escape valves" provided from this closed system of contraction, the pressures of despair will cause it to explode. I believe it.

Of course, we can add large numbers of immigrants, but they will for the most part be different in race, colour and culture from those of us who now live here, and that, though not undesirable in itself, would lead to racial tension and conflict unless planned for. The whole of the developed Western World suffers the same form of shortages of people as we do, and many countries in a much more aggravated form, so they will not let their own people leave to come and build up and save our country. The developing countries, because of their uncontrolled fertility, will no doubt be very happy indeed to export their surplus supply of people. It is an explosive question to a great extent because racist attitudes lie close to the surface in many of our citizens, but politicians are going to be asked, bluntly and insistently, just what they believe should be the answer and just what they propose to do.

I'll get to the pointed questions for you in the concluding section of this part of my "epistle", but permit me now to describe my plans for the rest of my task as Commissioner.

The next stage of our work is the public hearings throughout the province, as required in my terms of reference. These begin on March 1st in Thunder Bay, and continue without a break, except for the Easter week extending from Monday, March 20, to Easter Monday, March 27, both inclusive, to the 13th of April. The period of the hearings will be continued beyond these dates, when necessary, in any part of the province where groups wish to make representations to us. A number of briefs have already been received, and these are of exceptional quality.

It is very clear that trustees, administrators, teachers and other educators are quite concerned over the implications of continued declining school enrolments, and many other groups in the several communities are equally concerned over the possible effects on this and later generations of school children. I have been very pleased to note the absence of bitter complaints and unreasonable criticisms in these documents; the emphasis is on constructive criticism and on suggestions of ways and means whereby the impact of the declines may be lessened and alternative courses of action instituted. In short, the intent is clearly to utilize this situation as an opportunity to improve and to extend our educational services, not to view what is happening as a catastrophe or major disaster requiring only retrenchment and radical surgery, in the form of firing as many teachers and other staff as possible, slashing programs to the bone and closing classrooms and schools right and left. No suggestion has as yet been made that these unfortunate circumstances of inevitable contraction be seized as the golden opportunity to cut school costs down to the level a Scrooge would recommend.

During these public hearings, in part, and immediately following them, I am having assembled for each topic specified in my terms of reference (and for a number of others under the rubric of the phrase "without restricting the generality of the foregoing" on Page 2 of the Order-in-Council),

sets of suggestions, solutions and alternatives which either have been or might be tried, and which obviously I should seriously consider as possible recommendations in my final report to you. It is my intention to provide some discussion of each of these points, organized and collated in a form somewhat resembling a final report on general topics, sub-topics, etc., and where possible indicate advantages and disadvantages, including probable costs where such can be calculated.

The compilation will be published and distributed widely, in the latter part of May, as a type of White Paper on questions, issues, policies and possible solutions to the problems which are appearing. If interest in these possible proposals is sufficiently keen, in the positive or in the negative sense, I hope to conduct further hearings, and seminars and workshops, throughout the province in a search for consensus on at least the form of guidelines needed for the major issues and problems. Complete agreement on all points would be too much to expect, of course, but I sense already pretty general agreement about many of the critical points and the paths which should be followed and types of solutions worthy of further pursuit.

In the meantime, during the hearings and throughout the rest of my work, we will issue from time to time information bulletins providing up-to-date information to all those in our province interested in our task. As you know, our first factual information bulletin, on facilities, has already been prepared and published and distributed in multilith form. Soon we expect to have more complete information about population and school enrolment projections, as I indicated in an earlier section, and these data will be analysed and issued with a commentary immediately they are received. At the same time, throughout this period, I will issue the reports of special studies commissioned by me, under the name of the author or authors in each case in accordance with the best academic traditions. This means, then, that interested groups throughout our province will be kept as well-informed as I am at all stages, so that they may from a sound base judge and criticize what I may recommend.

I regret that so much of this factual information, about our own province, other provinces and other countries has been so difficult to assemble and make available, but I have insisted that only up-to-date information be accepted and issued for general use. Conditions have changed so greatly in the last six years, as you know, that many of the reports published in earlier years are not only useless but very often definitely misleading. The delay has been frustrating, to me and to others, but I simply refuse to reach decisions and conclusions and recommend actions without the data I need. At most, I have lost a month to six weeks in the process, but that cannot be helped.

From the evidence provided in briefs, memoranda, letters and orally at the public hearings and at other times, combined with the materials compiled as that White Paper and the reactions to the suggestions and alternatives contained therein, I will begin in June to assemble my Final Report. It will not be a long report; it will contain only the major arguments and findings, and the conclusions and recommendations I have drawn from them. Again I will follow the practice of this Interim Report stage, and the White Paper stage, and issue the relevant data and other detailed information in the form of a Statistical Appendix, together with further reports of special studies I have commissioned, to accompany my final report to you or to follow it within two weeks. I will arrange to have copies of my Final Report printed and distributed widely, and a limited number of copies of the Statistical Appendix and study made available in multilithed format.

It is my intention to submit the Final Report to you during this summer, barring unforeseen delays or illness. But most readers will no doubt be able to deduce from the White Paper, and the discussions which will follow its release, what the major recommendations are likely to be, and certainly your Ministry and the school boards, and including teacher associations and the teacher training institutions, will know with a fair degree of certainty by the end of June what their course of action must be.

As a matter of fact, they know right now that I expect them to study their local situations very carefully, project the likely conditions of their own area for the next five-year period and begin development of plans which can be modified if necessary when my Final Report is issued. And I will point out, further, that I expect them to take action in many cases without waiting for the acceptance, or rejection, of my recommendations by your government. Many will have all the information and experience they need to continue to move forward; this may mean pressure will be exerted by local groups upon your Ministry and upon your government and upon the federal government, not the reverse. But that is the way I prefer it, and the only way in which I think democracy can work and thrive, by the people from the grassroots upwards to their representatives at the top of the heap of political machinery.

Now for the final two questions which I pose to you and your government, and to which I expect you to have answers ready and full agreement secured before my Final Report reaches your desk.

Questions and Issues

1. How much is a baby or child worth to Canada and Ontario and to politicians like yourself (use the term "statesmen", if you wish)? You know as well as I do that the total population of Canada will eventually be steadily decreasing. Is this what you want, as our leaders, or that we want as those led or misled? I don't think so. We can do something about this situation, to adjust or correct it, but it will cost plenty of money and inconvenience. Also, we haven't much time left. Will you be prepared to act, and to act in time?
2. Just how much is our school system and its programs for our children worth to your government and to us, and exactly where does it stand in your scale of values and set of priorities, and in ours, the great, lay, unwashed public? After all, there should be some degree of sympathy and understanding in high places in your government. We did allow (remember Zwicker and the Pussy Cats?) a former Minister a large part in building the system in the first place. Besides, he has five children in his own family and with a former executive assistant with nine children still on his staff at a more senior level, there must be at least one ear at Queen's Park which will listen, besides the pair firmly attached to your own head? Frankly, I don't know where your government stands, or even where my (normally) beloved compatriots stand. I suspect we have become pretty damn selfish and self-satisfied during these fat years, and consider too much our own comfort and convenience. I suspect education is far down our list of priorities, especially when it comes to the dollars and cents, not to our common sense. Do we once more sacrifice the young and helpless, to add to our creature comforts? I know where I stand, even on a fixed pension which inflation is eroding at a horrifying rate. I'm prepared to repeat again our pledge of the Great Depression and the horrible World War II, that never again should our children and youth suffer what so many of us suffered then.

But my personality is such that I am unable to end on such a solemn note, which reminds me too much of the Hell-Fire and Damnation preaching I suffered from so unwillingly in my youth from the missionaries of the Foothills, who were so determined to save our benighted little souls, even if it killed us. I'm sure you won't mind if I record here, for the record and for posterity, the pictorial Interim Report which I submitted to you, not wholly in jest, I admit, some few weeks ago. Perhaps we do need reminders of how essential and precious children are to us, and how much our future depends on them. And the pictures do answer the question of why school enrolments are declining, plus an indication of what we must do to secure a full and rewarding future. At the end, too, I have added what may be for our race, and our planet, the final question of all.

APPENDIX A

Technical Appendix

An

Interim

Interim Report

From

OPERATION CODE

Presented to

The Honourable Thomas L. Wells

(Mr. Minister, I Presume?)

Season's Greetings and All That!

(From Your Atlantic Region)

December 25, 1977

Robert W.B. Jackson
Commissioner

* * * * * * * * * *

TOM! TOM!

LOOK! SEE!

HEAR! HEAR!

****

SEE BOB RUN!

HEAR BOB SAY!

(from the Davis Day)

*

! The Answer Has Been Found !

*****

At OISE - of course!

In Educational Planning - Naturally!

(What Else Is New?)

*****

...A CHILD

A Beautiful Member of That Rare and Endangered Species

A VISIT TO ONE OF THE FEW GUARDED ISOLATED COLONIES OF THOSE PRECIOUS VANISHING CANADIANS (CIRCA AD 1977)

470 A JUNIOR KINDERGARTEN CLASS LOCATED NEAR THE EDGE OF SCARBORO BLUFFS, UPPER CANADA

THE PRESENT AND THE FUTURE
OF DECLINING ENROLMENT

A DISASTER ?

OR

AN OPPORTUNITY ?

IT ALL DEPENDS

- ON YOU
- AND ON YOUR BOARD
- AND ON YOUR COMMUNITY

WHAT ARE YOUR OWN PRIORITIES?

CHEER UP!

IT MAY GET WORSE !

?

THE FINAL

QUESTION

?

WILL IT BE AND OR OR?

THIS?

AND/OR

THAT?

Berry's World

"What's all the big fuss about genetic research?"

APPENDIX B

THE UNCERTAIN FUTURE--HOW MUCH FAITH SHOULD ONE PUT IN A PROJECTION?

Cicely Watson

TABLES

Appendix B		Page
1A	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1968-76 (Based on Actual up to 1967)	3
1B	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1971-76 (Based on Actual up to 1970)	3
1C	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1973-76 (Based on Actual up to 1972)	4
1D	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1974-76 (Based on Actual up to 1973)	5
1E	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1975-76 (Based on Actual up to 1974)	5
2	Difference Between Actual and O.I.S.E. Projected Elementary School Enrolments by Age as a Percentage of Actual Enrolments in Ontario, 1973-76	9
3	Difference Between Actual and Ministry Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1971-76	10
4	Comparison Between Actual and Projected Population in Ontario	15
5	Comparison Between Actual and Projected Population in Ontario	16
6	Comparison Between Actual and Projected Population in Ontario	18
7	Comparison Between Actual and Projected Population in Ontario	19
8	Comparison Between Actual and Projected Population in Ontario	20
9	Total Number of County Projections According to the Range of Absolute Error of Estimate 1 of Total Public School Enrolment, 1973-1977	24
10	Total Number of County Projections According to the Range of Absolute Error of Estimate 1 of Total Separate School Enrolment, 1973-1977	25
11	Comparison Between 1976 Actual and Projected Total Elementary School Enrolment (Estimate 1) by Grade, by County or District and Some Selected Cities in Ontario	27

Appendix B . . . Page

12	Error Analysis of Elementary School Enrolment Projections of Some Selected Boards in Ontario by Degree of Accepted Accuracy	29
13	Difference Between Actual and O.I.S.E. Projected Secondary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1967-76	30
14	Difference Between Actual and O.I.S.E. Projected Secondary School Enrolments by Age as a Percentage of Actual Enrolments in Ontario, 1973-76	32
15	Difference Between Actual and Ministry Projected Secondary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1971-76	33
16	Total Number of County Projections According to the Range of Absolute Error of Estimate 1 of Total Secondary School Enrolment, 1973-1977	38
17	Comparison Between 1976 Actual and Projected (Estimate 1) Total Secondary School Enrolment by Grade, and by County, District or City in Ontario	39
18	Pupils and Teachers in Ontario Elementary Schools	42
19A	Actual Full-Time Elementary School Teachers Acquisitions	44
19B	Projected Full-Time Elementary School Teachers Acquisitions	45
20	Estimated Demand for Elementary School Teachers in Ontario, Based on Estimate 1	46
21A	Actual Full-Time Elementary School Teachers Withdrawals, 1966-1976	47
21B	Projected Full-Time Elementary School Teachers Withdrawals, 1976-1986	48
22	Pupils and Teachers in Ontario Secondary Schools	50
23A	Actual Full-Time Secondary School Teachers Acquisitions	52
23B	Projected Secondary School Teachers Acquisitions	53
24A	Actual Full-Time Secondary School Teachers Withdrawals, 1966-76	54
24B	Projected Full-Time Secondary School Teachers Withdrawals, 1976-86	55
25	Estimated Demand and Supply of Secondary School Teachers in Ontario	56

TABLES

Appendix B		Page
1A	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1968-76 (Based on Actual up to 1967)	3
1B	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1971-76 (Based on Actual up to 1970)	3
1C	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1973-76 (Based on Actual up to 1972)	4
1D	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1974-76 (Based on Actual up to 1973)	5
1E	Difference Between Actual and O.I.S.E. Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1975-76 (Based on Actual up to 1974)	5
2	Difference Between Actual and O.I.S.E. Projected Elementary School Enrolments by Age as a Percentage of Actual Enrolments in Ontario, 1973-76	9
3	Difference Between Actual and Ministry Projected Compulsory Elementary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1971-76	10
4	Comparison Between Actual and Projected Population in Ontario	15
5	Comparison Between Actual and Projected Population in Ontario	16
6	Comparison Between Actual and Projected Population in Ontario	18
7	Comparison Between Actual and Projected Population in Ontario	19
8	Comparison Between Actual and Projected Population in Ontario	20
9	Total Number of County Projections According to the Range of Absolute Error of Estimate 1 of Total Public School Enrolment, 1973-1977	24
10	Total Number of County Projections According to the Range of Absolute Error of Estimate 1 of Total Separate School Enrolment, 1973-1977	25
11	Comparison Between 1976 Actual and Projected Total Elementary School Enrolment (Estimate 1) by Grade, by County or District and Some Selected Cities in Ontario	27

Appendix B . . .		Page
12	Error Analysis of Elementary School Enrolment Projections of Some Selected Boards in Ontario by Degree of Accepted Accuracy	29
13	Difference Between Actual and O.I.S.E. Projected Secondary School Enrolments by Grade as a Percentage of Actual Enrolments in Ontario, 1967-76	30
14	Difference Between Actual and O.I.S.E. Projected Secondary School Enrolments by Age as a Percentage of Actual Enrolments in Ontario, 1973-76	32
15	Difference Between Actual and Ministry Projected Secondary School Enrolments by Grade as a Percentage of Actual Enroiments in Ontario, 1971-76	33
16	Total Number of County Projections According to the Range of Absolute Error of Estimate 1 of Total Secondary School Enrolment, 1973-1977	38
17	Comparison Between 1976 Actual and Projected (Estimate 1) Total Secondary School Enrolment by Grade, and by County, District or City in Ontario	39
18	Pupils and Teachers in Ontario Elementary Schools	42
19A	Actual Full-Time Elementary School Teachers Acquisitions	44
19B	Projected Full-Time Elementary School Teachers Acquisitions	45
20	Estimated Demand for Elementary School Teachers in Ontario, Based on Estimate 1	46
21A	Actual Full-Time Elementary School Teachers Withdrawals, 1966-1976	47
21B	Projected Full-Time Elementary School Teachers Withdrawals, 1976-1986	48
22	Pupils and Teachers in Ontario Secondary Schools	50
23A	Actual Full-Time Secondary School Teachers Acquisitions	52
23B	Projected Secondary School Teachers Acquisitions	53
24A	Actual Full-Time Secondary School Teachers Withdrawals, 1966-76	54
24B	Projected Full-Time Secondary School Teachers Withdrawals, 1976-86	55
25	Estimated Demand and Supply of Secondary School Teachers in Ontario	56

APPENDIX B
CODE REPORT

THE UNCERTAIN FUTURE – HOW MUCH FAITH SHOULD ONE PUT IN A PROJECTION?

by Cicely Watson

The Commission on Declining School Enrolments in Ontario (CODE) must describe the expected magnitude and duration of the reduction of enrolment in the elementary and secondary schools of this province. Since the Commissioner, Dr. Jackson, has asked OISE personnel to prepare the Commission projections – ten and twenty year forecasts in considerable detail – we felt it necessary to assess our past success. The OISE team has been preparing projections of Ontario's enrolment since 1965. There are published elementary school projections by grades dating from 1968, published secondary school ones from 1967 and published projections for every county board from 1971. Since 1973 there have been comparable projections by age. In addition to the published numbers, based on trend extrapolation and judgement, there have been since 1974, sets of numbers produced by computer calculation using 6 different mathematical techniques. In addition we have developed a computer validation technique involving backcasting. All this provided a considerable set of projections for analysis.

In addition we hereby also report our analysis of the Ministry's enrolment projections and the Ontario Government's official population projections which have been produced by the Department of Economics and Development.

This review has had two purposes: (1) To assure ourselves and the Commissioner that the OISE projection error has been reasonably low; sufficiently low, in fact, to place confidence in our statements of future conditions and to ensure that our projections of ten and twenty years hence be taken seriously; (2) To assure the Commissioner that the province and the authorities who operate school systems have year after year had access to a number of reasonably accurate predictions of the coming population and enrolment decline; that their problems arise not because these predictions have been greatly at fault, but because they have not been believed and acted upon.

*The author wishes to pay tribute to the work of Aribert Kleist, the OISE research assistant who, under the general direction of OISE project director, Saeed Quazi, prepared the tables for this analysis.

Elementary Enrolment – OISE Estimates

Table 1 shows the difference between the OISE projected and the actual compulsory elementary school enrolment by grade, starting with the projection of 1968 and ending with that of 1976. Before the table is discussed some details should be noted. The projection of September 1977 enrolment, calculated in spring and summer 1977, has not been included because its accuracy cannot be checked yet. The "actual" figures referred to are the Ontario Ministry of Education's official audited September 30th enrolment, which we receive only in March of the following year. Some adjustment of the published figures has had to be made to ensure comparability. Kindergarten enrolment has been excluded because for some years it was calculated separately and for others not included at all.

The Ministry's collection series of elementary statistics by grade, by counties and districts began in 1966 but our complete figures date only from 1967, hence that is the year our analysis begins. The source for the 1968 projection is The Ontario Institute for Studies in Education Enrollment Projection Series No. 3, *Ontario Pre-School and Elementary School Enrollment Projections to 1981-82, Part I.* In our review we discovered an error arising from the working sheets and undetected in the copysetting. The elementary public and separate figures should sum to the total elementary figures. The printed ones of certain grades do not. So we have corrected the row totals.

The source for the 1971 projection is Series No. 6, *Ontario Elementary School Enrollment Projections to 1981/82, Part 2.* The projections of 1973 through 1976 were prepared under contract for the Ministry. In estimate 1 the base, grade 1, is derived from an estimate of live births. In estimate 2 it is derived from an estimate of the population of 6 year olds. Estimate 1A is the sum of the county estimate 1's, and estimate 2A is the sum of the county estimate 2's.

In 1974 the Ministry did not report the category "Special Education", so in the 1974 calculations it was not projected. Therefore, to assure comparability only the row totals have been analyzed. In that year, with the creation of the Regional Municipality of Durham, the time series was upset. So not all county projections by grade were calculated, and hence it was impossible to sum to a provincial total projection comparable to the usual "A" set.

The first year of the left hand column of the table represents the first projection year (e.g., 1968 based on a series of actual statistics up to 1967). Thus the 1967 projection of the province's public school enrolment showed an overprojection of 0.29% the following year. The error grew, which was to be expected, but it peaked in 1974 and thereafter it reduced, so that the 1976 forecast (i.e., the 9th year forward) was actually the most accurate with a 0.05% error. The 1967 projection of separate school enrolment shows much the same pattern except that the error peaked much earlier, in 1971.

APPENDIX B
CODE REPORT

THE UNCERTAIN FUTURE – HOW MUCH FAITH SHOULD ONE PUT IN A PROJECTION?

by Cicely Watson

The Commission on Declining School Enrolments in Ontario (CODE) must describe the expected magnitude and duration of the reduction of enrolment in the elementary and secondary schools of this province. Since the Commissioner, Dr. Jackson, has asked OISE personnel to prepare the Commission projections – ten and twenty year forecasts in considerable detail – we felt it necessary to assess our past success. The OISE team has been preparing projections of Ontario's enrolment since 1965. There are published elementary school projections by grades dating from 1968, published secondary school ones from 1967 and published projections for every county board from 1971. Since 1973 there have been comparable projections by age. In addition to the published numbers, based on trend extrapolation and judgement, there have been since 1974, sets of numbers produced by computer calculation using 6 different mathematical techniques. In addition we have developed a computer validation technique involving backcasting. All this provided a considerable set of projections for analysis.

In addition we hereby also report our analysis of the Ministry's enrolment projections and the Ontario Government's official population projections which have been produced by the Department of Economics and Development.

This review has had two purposes: (1) To assure ourselves and the Commissioner that the OISE projection error has been reasonably low; sufficiently low, in fact, to place confidence in our statements of future conditions and to ensure that our projections of ten and twenty years hence be taken seriously; (2) To assure the Commissioner that the province and the authorities who operate school systems have year after year had access to a number of reasonably accurate predictions of the coming population and enrolment decline; that their problems arise not because these predictions have been greatly at fault, but because they have not been believed and acted upon.

*The author wishes to pay tribute to the work of Aribert Kleist, the OISE research assistant who, under the general direction of OISE project director, Saeed Quazi, prepared the tables for this analysis.

Elementary Enrolment – OISE Estimates

Table 1 shows the difference between the OISE projected and the actual compulsory elementary school enrolment by grade, starting with the projection of 1968 and ending with that of 1976. Before the table is discussed some details should be noted. The projection of September 1977 enrolment, calculated in spring and summer 1977, has not been included because its accuracy cannot be checked yet. The "actual" figures referred to are the Ontario Ministry of Education's official audited September 30th enrolment, which we receive only in March of the following year. Some adjustment of the published figures has had to be made to ensure comparability. Kindergarten enrolment has been excluded because for some years it was calculated separately and for others not included at all.

The Ministry's collection series of elementary statistics by grade, by counties and districts began in 1966 but our complete figures date only from 1967, hence that is the year our analysis begins. The source for the 1968 projection is The Ontario Institute for Studies in Education Enrollment Projection Series No. 3, *Ontario Pre-School and Elementary School Enrollment Projections to 1981-82, Part I.* In our review we discovered an error arising from the working sheets and undetected in the copysetting. The elementary public and separate figures should sum to the total elementary figures. The printed ones of certain grades do not. So we have corrected the row totals.

The source for the 1971 projection is Series No. 6, *Ontario Elementary School Enrollment Projections to 1981/82, Part 2.* The projections of 1973 through 1976 were prepared under contract for the Ministry. In estimate 1 the base, grade 1, is derived from an estimate of live births. In estimate 2 it is derived from an estimate of the population of 6 year olds. Estimate 1A is the sum of the county estimate 1's, and estimate 2A is the sum of the county estimate 2's.

In 1974 the Ministry did not report the category "Special Education", so in the 1974 calculations it was not projected. Therefore, to assure comparability only the row totals have been analyzed. In that year, with the creation of the Regional Municipality of Durham, the time series was upset. So not all county projections by grade were calculated, and hence it was impossible to sum to a provincial total projection comparable to the usual "A" set.

The first year of the left hand column of the table represents the first projection year (e.g., 1968 based on a series of actual statistics up to 1967). Thus the 1967 projection of the province's public school enrolment showed an overprojection of 0.29% the following year. The error grew, which was to be expected, but it peaked in 1974 and thereafter it reduced, so that the 1976 forecast (i.e., the 9th year forward) was actually the most accurate with a 0.05% error. The 1967 projection of separate school enrolment shows much the same pattern except that the error peaked much earlier, in 1971.

Appendix Table 1A DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1968-76 (BASED ON ACTUAL UP TO 1967)

Year of Projection	Sector	Grade 1 Est. 1	Grade 1 Est. 2	Grade 2 Est. 1	Grade 2 Est. 2	Grade 3 Est. 1	Grade 3 Est. 2	Grade 4 Est. 1	Grade 4 Est. 2	Grade 5 Est. 1	Grade 5 Est. 2	Grade 6 Est. 1	Grade 6 Est. 2	Grade 7 Est. 1	Grade 7 Est. 2	Grade 8 Est. 1	Grade 8 Est. 2	Grade 9 Est. 1	Grade 9 Est. 2	Grade 10 Est. 1	Grade 10 Est. 2	Auxiliary Est. 1	Auxiliary Est. 2	Total Est. 1	Total Est. 2
1968	Public	- 0.68		+0.19		+0.82		+0.73		+0.89		+0.55		+0.62		-0.27						- 1.91		+ 0.27	
1969	"	- 1.40		-0.76		+1.32		+0.39		+1.11		+0.06		+0.68		+0.16						+15.21		+ 0.59	
1970	"	- 2.63		-1.44		+0.02		+0.97		+2.40		+2.16		+1.45		+0.39						+ 8.27		+ 0.58	
1971	"	- 3.12		-2.91		-0.20		+0.04		+4.15		+3.52		+2.95		+1.14						+13.04		+ 1.00	
1972	"	- 1.46		-3.45		-1.83		-0.87		+4.06		+5.14		+4.78		+2.99						+ 1.46		+ 1.23	
1973	"	+ 0.99		-1.71		-2.17		-2.76		+3.68		+5.03		+6.58		+5.08						- 5.10		+ 1.73	
1974	"	+ 2.85		+0.39		-4.05		-4.50		+0.81		+4.33		+5.86		+7.23						+ 2.65		+ 1.77	
1975	"	- 1.66		+1.02		+1.15		-3.71		+0.62		+1.79		+5.01		+6.29						-16.35		+ 0.69	
1976	"	- 4.91		-1.86		+1.96		-0.62		+0.53		+1.19		2.48		+6.03						-21.76		- 0.05	
1968	Separate	+ 2.00		-1.01		-0.78		+0.20		+0.78		-0.66		-0.14		-0.52						- 5.11		+ 0.10	
1969	"	+ 5.46		+1.25		-1.34		-0.53		+1.09		-0.88		-0.65		-0.75						+20.24		+ 0.89	
1970	"	+ 5.98		+3.15		-0.02		-1.40		-0.07		-0.03		-1.20		-1.51						+27.54		+ 1.18	
1971	"	+ 6.06		+3.01		+1.76		-0.47		-1.48		-1.69		-1.10		-1.82						+44.68		+ 1.42	
1972	"	+ 8.29		+2.55		+0.33		+0.79		-0.95		-3.09		-2.23		-1.33						+45.65		+ 1.28	
1973	"	+ 10.30		+2.55		-1.19		-1.42		-0.74		-3.08		-3.93		-2.63						+71.33		+ 0.99	
1974	"	+ 10.49		+5.36		+1.93		-3.71		-2.69		-2.54		-4.19		-5.14						+71.65		+ 0.90	
1975	"	+ 6.29		+5.98		+2.39		-0.52		-5.13		-4.31		-3.91		-4.35						+75.71		- 0.68	
1976	"	+ 3.13		+3.17		+3.09		+0.24		-1.30		-7.24		-5.09		-3.38						+57.79		+ 0.13	
1968	Total	- 0.80		-0.09		+0.55		+0.58		+0.86		+0.08		+0.48		-0.69						- 2.65		+ 0.05	
1969	"	+ 0.06		-1.26		+0.35		+0.32		+0.98		+0.16		+0.18		-0.23						+16.37		+ 0.42	
1970	"	- 0.35		-0.75		-1.49		+0.04		+1.63		+1.35		+0.72		-0.47						+12.55		+ 0.37	
1971	"	- 0.42		-1.58		-0.34		-1.56		+2.10		+2.03		+1.63		+0.26						+19.46		+ 0.72	
1972	"	+ 0.92		-2.23		-1.60		-1.04		+0.86		+2.35		+2.72		+1.52						+10.74		+ 0.71	
1973	"	+ 3.57		-1.07		-2.29		-2.69		+1.52		+0.92		+3.12		+2.68						+ 9.48		+ 0.95	
1974	"	+ 5.01		+1.81		-2.91		-4.74		-0.52		+1.54		+1.21		+1.18						+17.49		+ 0.96	
1975	"	+ 0.50		+2.45		+1.51		-3.30		-1.49		-0.36		+1.56		+1.39						+ 1.20		+ 0.31	
1976	"	- 2.55		-0.47		+2.37		-0.37		-0.53		-1.72		-0.03		+2.39						- 5.02		- 0.26	

Appendix Table 1B DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1971-76 (BASED ON ACTUAL UP TO 1970)

Year of Projection	Sector	Grade 1 Est. 1	Grade 1 Est. 2	Grade 2 Est. 1	Grade 2 Est. 2	Grade 3 Est. 1	Grade 3 Est. 2	Grade 4 Est. 1	Grade 4 Est. 2	Grade 5 Est. 1	Grade 5 Est. 2	Grade 6 Est. 1	Grade 6 Est. 2	Grade 7 Est. 1	Grade 7 Est. 2	Grade 8 Est. 1	Grade 8 Est. 2	Grade 9 Est. 1	Grade 9 Est. 2	Grade 10 Est. 1	Grade 10 Est. 2	Auxiliary Est. 1	Auxiliary Est. 2	Total Est. 1	Total Est. 2
1971	Public	+7.10	+ 1.75	-0.32	+0.41	+0.31	+0.31	+0.14	+0.36	+1.27	+0.99	+0.36	+0.46	-0.42	-0.08	+0.18	+0.22					- 2.03	- 1.14	+ 1.00	+ 0.46
1972	"	+8.72	+ 8.46	+6.54	+1.97	+0.02	+0.66	-0.17	-0.05	+2.03	+1.98	+1.54	+1.83	+0.46	+0.85	+0.44	+0.77					- 8.79	- 9.76	+ 2.05	+ 1.60
1973	"	+8.22	+ 9.75	+8.12	+8.68	+7.24	+2.48	-0.67	+0.09	+1.97	+1.87	+2.27	+2.35	+1.90	+2.05	+1.42	+1.83					-11.67	-12.25	+ 3.19	+ 3.00
1974	"	+9.30	+11.19	+7.29	+9.57	+5.95	+6.30	+4.84	+0.28	+0.44	+1.03	+1.99	+2.04	+2.04	+2.45	+3.25	+3.45					- 2.02	- 1.98	+ 4.03	+ 4.13
1975	"	+5.75	+ 5.02	+7.02	+9.65	+7.42	+9.49	+6.54	+6.99	+7.82	+2.88	+0.80	+1.52	+1.60	+2.01	+3.20	+3.68					-17.69	-17.37	+ 4.12	+ 4.22
1976	"	+5.44	+ 0.31	+5.25	+5.34	+7.36	+9.76	+5.83	+7.83	+8.58	+8.78	+7.81	+3.01	+0.49	+1.58	+3.46	+3.95					-20.19	-20.05	+ 4.55	+ 4.05
1971	Separate	+5.94	+ 0.08	-1.24	-0.37	-0.97	-0.29	-0.23	-0.30	-0.98	-0.62	+1.04	-0.60	+0.42	-1.19	-0.29	+0.23					+10.54	+ 8.73	+ 0.61	- 0.22
1972	"	+7.60	+ 5.38	+3.17	-1.54	-3.64	-2.04	-1.68	-1.04	-1.62	-1.26	-0.16	-1.45	+1.74	-1.50	+0.45	-0.61					+ 4.88	+ 3.15	+ 0.69	- 0.53
1973	"	+6.10	+ 2.81	+3.22	+2.10	-0.27	-3.83	-5.09	-3.52	-4.11	-3.00	-1.32	-2.56	+0.22	-2.64	+1.28	-1.37					+14.37	+12.88	+ 0.08	- 1.38
1974	"	+1.93	+ 1.55	+2.64	+0.51	+0.06	-0.17	-2.72	-6.16	-7.01	-4.97	-3.48	-3.93	-1.21	-3.98	-1.06	-3.37					+ 8.13	+ 7.81	- 1.36	- 2.55
1975	"	-4.25	- 4.48	-0.69	-0.05	-0.24	-1.49	-1.97	-2.16	-4.85	-7.69	-6.45	-5.94	-3.62	-5.56	-1.65	-3.80					+ 4.30	+ 5.13	- 2.39	- 3.87
1976	"	-7.31	- 9.02	-5.78	-5.10	-3.38	-1.92	-2.15	-3.29	-3.42	-3.04	-6.73	-9.06	-6.03	-6.99	-3.60	-4.93					-11.62	-10.26	- 4.73	- 5.62
1971	Total	+6.79	+ 1.30	-0.57	+0.19	-0.05	+0.14	+0.04	+0.18	+0.62	+0.53	+0.55	+0.16	-0.18	-0.39	+0.05	+0.22					+ 0.65	- 0.67	+ 0.89	+ 0.27
1972	"	+8.44	+ 7.62	+5.60	+0.98	-1.02	-0.11	-0.60	-0.33	+0.99	+1.05	+1.05	+0.57	+0.83	+0.18	+0.44	+0.38					- 5.92	- 7.05	+ 1.67	+ 0.10
1973	"	+7.63	+ 7.83	+6.72	+6.80	+5.07	+0.66	-1.94	-0.95	+0.22	+0.48	+1.24	+0.94	+1.42	+0.70	+1.38	+0.92					- 6.70	- 7.45	+ 2.31	+ 1.76
1974	"	+7.22	+ 8.47	+5.95	+6.97	+4.25	+4.44	+2.64	-1.59	-1.71	-0.70	+0.43	+0.33	+1.11	+0.60	+2.00	+1.44					+ 0.16	+ 0.13	+ 2.49	+ 2.22
1975	"	+2.91	+ 2.33	+4.79	+6.85	+5.17	+6.27	+4.03	+4.29	+4.06	-0.25	-1.30	-0.64	+0.10	-0.17	+1.80	+1.52					-13.49	-13.08	+ 2.09	+ 1.89
1976	"	+1.81	- 2.35	+2.04	+2.29	+4.19	+6.31	+3.47	+4.54	+5.02	+5.27	+4.08	-0.59	-1.40	-0.36	+1.42	-1.38					-18.39	-17.99	+ 1.85	+ 1.24

Appendix Table 1C

DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1973-76 (BASED ON ACTUAL UP TO 1972)

Year of Projection	Sector	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliary		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1973	Public	+2.23	+ 0.88	-0.81	-0.81	-0.44	-0.44	-1.28	-1.28	-0.30	-0.30	-0.93	-0.93	-0.53	-0.53	-0.62	-0.62								
1974	"	+4.07	- 2.37	+1.94	+0.59	-3.12	-3.12	-2.41	-2.41	-1.65	-1.65	-0.51	-0.51	-1.15	-1.15	+0.06	+0.06					2.03	- 2.18	-0.42	-0.57
1975	"	+3.66	- 5.96	+2.49	-3.86	+1.74	+0.39	-2.33	-2.33	-1.13	-1.13	-1.55	-1.55	-0.89	-0.89	-0.74	-0.74					8.03	+ 7.07	-0.20	-1.08
1976	"	+4.45	- 4.62	+3.77	-5.84	+2.48	-3.87	-0.49	-0.84	-1.93	-1.93	-1.38	-1.38	-1.85	-1.85	+0.20	+0.20					7.32	-11.19	-0.17	-2.26
																						10.43	-14.77	+0.33	-2.87
1973	Separate	+0.16	- 1.16	-2.54	-2.54	-2.35	-2.35	-0.91	-0.91	-1.30	-1.30	-0.59	-0.59	-0.64	-0.64	-0.46	-0.46	- 9.56	- 9.56	- 6.91	- 6.91	+ 9.04	+ 2.17	-1.38	-1.62
1974	"	-0.47	- 6.64	-1.47	-2.78	-4.57	-4.59	-4.18	-4.18	-1.74	-1.74	-1.55	-1.55	-1.50	-1.50	-1.91	-1.91	-17.84	-17.84	-13.77	-13.77	+ 3.87	- 3.70	-3.09	-3.97
1975	"	-1.19	-10.36	-1.44	-7.54	-3.27	-4.55	-5.94	-5.94	-5.13	-5.13	-2.05	-2.05	-2.71	-2.71	-1.92	-1.92	-21.11	-21.11	-22.24	-22.24	+ 1.41	- 7.30	-4.40	-6.27
1976	"	-0.74	- 9.37	-1.22	-10.39	-3.13	-9.13	-4.54	-5.80	-6.21	-6.21	-5.87	-5.87	-2.63	-2.63	-2.66	-2.66	-21.27	-21.27	-15.02	-15.02	-12.82	-21.28	-4.76	-7.60
1973	Total	+1.66	+ 0.31	-1.31	-1.31	-0.99	-0.99	-1.17	-1.17	-0.58	-0.58	-0.83	-0.83	-0.56	-0.56	-0.58	-0.58	- 9.58	- 9.58	- 6.91	- 6.91	+ 0.08	- 1.35	-0.70	-0.88
1974	"	+3.79	- 3.58	+0.96	-0.38	-3.54	-3.54	-2.93	-2.93	-1.68	-1.68	-0.81	-0.81	-1.25	-1.25	-0.51	-0.51	-17.86	-17.86	-13.77	-13.77	+ 7.13	+ 4.76	-1.07	-1.96
1975	"	+2.38	- 7.21	+1.35	-4.92	+0.27	-1.06	-3.40	-3.40	-2.31	-2.31	-1.70	-1.70	-1.41	-1.41	-1.08	-1.08	-21.11	-21.11	-22.24	-22.24	- 5.65	-10.45	-1.46	-3.48
1976	"	+2.97	- 5.97	+2.31	-7.18	+0.82	-5.42	-1.00	-2.31	-3.20	-3.20	-2.72	-2.72	-2.08	-1.51	-0.63	-0.63	-21.31	-21.31	-15.06	-51.06	-10.94	-16.14	-1.23	-6.24
		Est. 1A	Es..2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A
1973	Public	-0.91	- 0.69	-0.91	-0.89	-0.4.	-0.63	-1.21	-1.47	-0.51	-0.33	-0.83	-0.82	-0.71	-0.29	-0.50	-0.15								
1974	"	+0.26	- 3.72	-1.20	-1.05	-2.'6	-3.40	-2.26	-2.74	-1.73	-1.83	-0.59	-0.40	-1.18	-0.76	+0.06	+0.80					- 7.80	- 6.28	-0.96	-0.82
1975	"	+0.37	- 7.36	-1.19	-5.24	-1.07	-1.47	-2.03	-2.75	-1.10	-1.42	-1.45	-1.53	-1.05	-0.46	-0.57	+0.15					+ 0.97	+ 2.35	-1.14	-1.47
1976	"	+1.83	- 5.87	+0.65	-7.29	-0.81	-5.45	-2.10	-2.83	-1.76	-2.31	-1.12	-1.44	-1.77	-1.47	+0.28	+1.18					-15.76	-15.31	-1.48	-2.82
																						-18.64	-18.85	-1.19	-3.58
1973	Separate	-1.34	- 3.95	-2.33	-2.42	-1.72	-2.04	-1.16	-1.29	-1.29	-1.38	-0.72	-0.98	-0.35	-0.67	-0.03	-0.10	- 8.88	- 9.16	- 2.11	-3.17	+ 3.51	+ 3.69	-1.32	-1.77
1974	"	-2.82	- 9.42	-2.66	-5.36	-3.60	-4.04	-3.75	-4.23	-1.91	-2.17	-1.63	-1.99	-1.27	-1.08	-1.17	-1.58	-15.19	-15.80	- 6.91	-8.34	- 1.81	- 2.38	-2.97	4.29
1975	"	-3.64	-13.33	-3.48	-10.15	-3.59	-6.65	-5.01	-5.65	-4.59	-5.21	-2.23	-2.79	-2.38	-3.13	-1.19	-1.93	-18.77	-19.84	-13.84	-15.64	- 4.63	- 6.24	-4.31	-6.85
1976	"	-3.67	-12.76	-3.32	-13.21	-4.30	-11.29	-4.80	-8.06	-5.08	-5.88	-5.33	-6.25	-2.33	-3.32	-1.78	-2.68	-18.85	-20.05	- 6.02	-8.62	-18.43	-20.72	-4.80	-8.54
1973	Total	-1.03	- 1.59	-1.32	-1.33	-0.79	-1.04	-1.19	-1.42	-0.73	-0.63	-0.80	-0.86	-0.60	-0.40	-0.36	-0.13	- 8.89	- 9.17	- 2.11	-3.17	- 5.64	- 4.38	-1.06	-1.10
1974	"	-0.61	- 5.11	-1.62	-2.29	-3.14	-3.58	-2.69	-3.18	-1.79	-1.93	-0.89	-0.85	-1.20	-1.08	-0.30	+0.11	-15.20	-15.82	- 6.91	-8.34	+ 1.38	+ 1.33	-1.69	-2.32
1975	"	-0.77	- 9.05	-1.85	-6.66	-1.81	-2.99	-2.91	-3.60	-2.14	-2.54	-1.67	-1.89	-1.43	-1.23	-0.75	-0.45	-18.77	-19.84	-13.84	-15.64	-13.63	-13.58	-2.34	-4.05
1976	"	+0.27	- 7.83	-0.50	-9.02	-1.84	+7.18	-2.90	-4.38	-2.75	-3.37	-2.38	-2.87	-1.93	-2.00	-0.32	+0.06	-18.89	-20.09	- 6.06	-8.66	-18.59	-19.24	-2.30	-5.10

Appendix Table 1D DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1974-76 (BASED ON ACTUAL UP TO 1973)

Year of Projection	Sector	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliary		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1974	Public	+0.33	-1.05	-0.28	-0.28	-2.61	-2.61	-1.74	-1.74	-1.07	-1.07	-0.21	-0.21	-0.72	-0.72	+0.29	+0.29					+ 7.68	+ 7.26	- 0.52	- 0.91
1975	"	-2.50	-6.69	-1.20	-4.52	-0.77	-0.77	-1.57	-1.57	-1.14	-1.14	-0.97	-0.97	-1.09	-1.09	-0.62	-0.62					-10.52	-11.31	- 1.52	- 2.40
1976	"	-1.21	-5.28	-2.40	-6.59	-1.49	-4.81	-1.74	-1.74	-1.85	-1.85	-1.39	-1.39	-1.77	-1.77	-0.32	-0.32					-13.94	-15.15	- 1.91	- 3.29
1974	Separate	-0.89	-4.22	+1.05	+1.05	+0.10	+0.10	-0.89	-0.89	+0.65	+0.65	+0.35	+0.35	-0.42	-0.42	-1.03	-1.03	-12.14	-12.20	+ 0.39	+ 0.39	- 5.39	- 7.80	- 0.70	- 1.08
1975	"	-4.23	-8.35	+0.83	-2.57	+1.42	-1.42	-0.35	-0.35	-0.40	-0.40	+0.93	+0.93	-0.34	-0.34	-0.59	-0.59	-15.31	-15.31	-12.49	-12.51	- 7.17	- 7.92	- 1.55	- 2.35
1976	"	-3.51	-7.49	-1.65	-5.88	+1.30	-2.11	+1.09	+1.09	+0.85	+0.85	-0.59	-0.59	+0.64	+0.84	-0.04	-0.04	-15.11	-15.11	- 3.97	- 3.97	-19.74	-20.76	- 1.37	- 2.63
1974	Total	- 0.82	- 1.38	+0.10	+0.10	- 1.65	- 1.65	-1.49	-1.49	-0.58	-0.58	-0.05	-0.05	-0.64	-0.64	-0.10	-0.09	-12.20	-12.22	+ 0.39	+ 0.39	+ 4.87	+ 4.03	- 0.58	- 0.96
1975	"	-2.99	-7.16	-0.61	-3.96	-0.13	-0.20	-1.21	-1.21	-0.92	-0.92	-0.42	-0.42	-0.88	-0.88	-0.61	-0.61	-15.31	-15.31	-12.49	-12.51	- 9.88	-10.66	- 1.53	- 2.39
1976	"	-1.87	-5.91	-2.18	-6.38	-0.67	-4.01	-0.90	-0.90	-1.05	-1.05	-1.15	-1.15	-1.01	-1.01	-0.24	-0.24	-15.16	-15.16	- 4.02	- 4.02	-15.16	-16.33	- 1.75	- 3.09
		Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est. A	Est.2A	Est. 1A	Est. 2A	Est. 1A	Est. 2A	Est. 1A	Est. 2A
1974	Public	-0.04	-1.42	-0.57	-0.61	-3.52	-2.75	-2.23	-1.06	-2.08	-1.49	-1.18	-1.40	-1.69	-2.00	-0.67	-0.93					+ 4.55	+ 5.51	+ 1.35	- 1.35
1975	"	+0.27	-5.21	-1.06	-2.56	-1.17	-1.29	-2.21	-1.81	-1.82	-0.53	-2.04	-1.45	-2.13	-2.38	-1.71	-1.99					-13.13	-12.82	- 1.89	- 2.49
1976	"	+1.86	-1.76	+0.97	-4.77	-1.37	-2.99	-1.79	-2.27	-2.67	-2.13	-2.08	0.82	2.81	-2.30	-1.43	-1.67					-16.36	-16.47	- 1.70	- 3.01
1974	Separate	+0.05	-4.40	-0.06	+0.19	-0.23	-0.10	-1.57	-1.43	-0.46	-1.58	-0.17	+0.07	-0.98	-0.96	-0.80	-1.06	- 8.59	-10.90	- 3.88	- 1.86	- 8.52	- 8.03	- 1.12	- 1.67
1975	"	-1.18	-8.91	+0.81	-3.55	+0.08	+0.49	-1.20	-0.92	-2.12	-1.77	-0.62	-1.48	-1.41	-1.16	-0.87	-1.13	-12.4	-14.70	-12.59	-13.16	-10.24	-10.67	- 1.96	- 3.33
1976	"	-1.09	-8.33	+0.56	-7.20	+1.22	-3.11	-0.65	-0.07	-0.93	-0.42	-2.68	-2.09	-1.23	-2.10	-0.81	-0.86	-12.9	-14.64	- 4.71	- 5.43	-22.43	-23.49	- 1.85	- 3.96
1974	Total	-0.32	-1.26	-0.43	-0.38	-2.57	-1.99	-2.04	-1.17	-1.61	-1.52	-0.89	-0.98	-1.48	-1.70	-0.71	-0.97	- 8.61	-10.92	- 3.88	- 1.86	+ 1.74	+ 2.60	- 1.28	- 1.39
1975	"	-0.14	-6.30	-0.52	-2.85	-0.81	-0.77	-1.91	-1.55	-1.91	-0.89	-1.63	-1.46	-1.92	-2.01	-1.47	-1.74	-12.42	-14.70	-12.59	-13.16	-12.58	-12.41	- 1.91	- 2.74
1976	"	+1.02	-5.06	+0.85	-5.48	-0.60	-3.02	-1.45	-1.62	-2.16	-1.63	-2.26	-1.20	-2.35	-2.24	-1.25	-1.43	-12.98	-14.69	- 4.76	- 5.47	-17.64	-17.94	- 1.75	- 3.31

Appendix Table 1E DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1975-76 (BASED ON ACTUAL

Year of Projection	Sector	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliary		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1975	Public																							-0.86	-1.02
1976	"																							-1.29	-1.61
1975	Public																							-0.53	-0.67
1976	"																							-0.57	-0.85
1975	Total																							-0.76	-0.91
1976	"																							-1.07	-1.38
1976	Public	-1.71	+1.33	-0.26	-0.26	+0.22	+0.22	+0.03	+0.03	-1.00	-1.00	-0.50	-0.50	+0.19	+0.19	+0.78	+0.78					- 1.12	- 0.86	-0.18	+0.08
1976	Seperate	+0.36	+2.44	+0.97	+0.97	-0.23	-0.23	-0.08	-0.08	+0.71	+0.71	-0.39	-0.39	+0.70	+0.70	+0.44	+0.44	+0.73	+0.73	+14.48	+14.48	-10.81	-10.61	+0.62	+0.85
1976	Total	-0.41	+1.64	+0.10	+0.10	+0.09	+0.09	0.0	0.0	-0.49	-0.49	-0.47	-0.47	+0.34	+0.34	+0.69	+0.69	+0.73	+0.67	+14.47	+14.43	- 3.16	- 2.91	+0.07	+0.32

The 1 year forward, 1968, error was an underprediction of 0.10%, the 9 year forward was an overprediction of 0.13%.

For both the public and separate systems, the elementary school projection error was generally one of overprediction. This is because the population projection we were using had a consistent overprediction error in the 6-year age cohort. This arose from consistent over prediction of the level of live births year after year, and the projection based on our estimate of live births suffered from the same defect.

Taken overall as a total projection for purposes of budgeting, space planning or even personnel planning, these 1967 projections would have been acceptable. They were actually more accurate on the long range than the short range. The 9 year forward prediction was an underenumeration of 0.05% (public) or 0.26% (total), an overenumeration of 0.13% (separate). The error in the total elementary enrolment never reached 1% in any year. For three years the error in the two public and the separate elementary enrolments reached an unsatisfactory level (over 1%).

When we look at the individual grade errors, we note that accuracy is variable. This is because specific grade levels are sensitive to policy decisions in the operation of school systems, and these generally are a reaction to short-term trends and problems. If this were not so, the error in the grades would follow the general over/under prediction pattern of error in the total figures. "Auxiliary" is the best example – its error is excessively high in most intervening years between 1968 and 1976, particularly in the separate system. "Auxiliary" is made up of the enrolment of special education classes. Obviously we predicted a development of these services by separate schools more rapidly than they were able to achieve. The explanation may be seen in the consistent underprediction of numbers in grades 5-8. Since the separate school systems expanded their general school services well beyond what had been anticipated, they could not concurrently also expand their special educational service.

By 1971, our 1967 elementary enrolment projection was showing an overprediction error (total) of 0.72%, but the new (1970) estimate 1 projection had an even higher error 0.89%. However that year's estimate 2 was satisfactory (+0.27% error). The error for public elementary enrolment was the same (+1%) and estimate 2 was much better (+0.46%). But for the separate school sector the revision (on the short term) was a decided improvement – (+0.61% *vs.* +1.42% estimate 1 and -0.22% estimate 2).

As a medium range projection, however, the 1970 calculation does not stand up as well. Whether the error levels by years 9 and 10 will drop again to the initial 1971 levels we shall not know until 1979 and 1980. In the intervening years they quite rapidly became unsatisfactorily high. In all years, in both estimates of total enrolment, the errors were overestimates, but the

separate school enrolment was generally underestimated and the public overestimated. The error in 1973 total elementary enrolment was as follows:

-0.70% and -0.88% (1972 calculation)
+2.31% and +1.76% (1970 calculation)
+0.95% (1967 calculation)

The projections calculated in the next two years show four sets of provincial figures, two derived from the sum of the individual county, district and city projections (53 and 48 respectively). We shall discuss the all-province calculations. By 1973 the old 1967 projection was showing only an overestimation of 0.95%. However, the error of the old 1970 ones had surpassed a useful level (+2.31% and +1.76%), so the 1972 projection undoubtedly was a preferable substitute. Its 1973 one year forward errors were underestimates of 0.70% and 0.88%. But they accumulated over the next years – all underestimates. The error of estimate 1 was -1.07%, -1.46%, -1.23%; the error of estimate 2 mounted more rapidly, also all underestimates, being -1.96%, -3.48%, -4.24%. The large errors arose from the underprojections in the separate school systems, which grew each year from 1974 to 1976.

The error in 1971 total elementary enrolment was as follows:

+1.00% and +0.46% (1970 calculation)
+0.72% (1967 calculation)

The error in 1972 total elementary enrolment was as follows:

+2.05% and +1.60% (1970 calculation)
+0.71% (1967 calculation)

The projection calculated in 1973 was undoubtedly an improvement on that of the year before, but even initially it was not that much better than the old projection of 1967 and by 1975 and 1976 it was showing a higher error (but an underprojection rather than an overprojection). The error in the 1974 total elementary enrolment was as follows.

-0.58% and -0.96% (1973 calculation)
-1.07% and -1.96% (1972 calculation)
+2.49% and +2.22% (1970 calculation)
+0.96% (1967 calculation)

The direction of error in the public and total elementary figures is the same. Since 1970 the separate school enrolment had been consistently underestimated, until 1976 when all figures were overestimated once more.

The error in the 1975 total elementary enrolment was as follows:

-0.76% and -0.91% (1974 calculation)
-1.53% and -2.39% (1973 calculation)
-1.46% and -3.48% (1972 calculation)
+2.09% and +1.89% (1970 calculation)

+0.31% (1967 calculation)

The error in the 1976 projected total elementary enrolment was:

-0.07% and +0.32% (1975 calculation)
-1.07% and - 1.38% (1974 calculation)
-1.75% and -3.09% (1973 calculation)
-1.23% and -4.24% (1972 calculation)
+1.85% and +1.24% (1970 calculation)
-0.26% (1967 calculation)

In summary: over the period reviewed all the projections were reasonably satisfactory as short term estimates (one or two years forward). The long term estimate of 1967 was very good and that of 1970 fairly good. Estimate 1 of the calculations of 1972 and 1973 are fairly good but to judge them as long term estimates we shall have to wait until 1980. If they follow the pattern of accumulating to a peak in the middle years and then improving once more their accuracy should become evident in 1980, 1981 and 1982. Contrary to our expectation, the prediction error does not accumulate evenly and we frequently were more accurate in the long than the medium range. In some years the calculations were particularly accurate; there seems to be some resemblance between enrolment projections and wine – they improve with keeping, and there are good vintage years and poor vintage years. At no time was our error in the prediction of total elementary enrolment as high as 5% (the greatest error was -4.24% in estimate 2 for 1976, as calculated in 1972). Our highest error for the public system was +4.55% in estimate 1 for 1976, calculated in 1970, but for the separate system it was much higher, -7.60% for 1976 as calculated in 1972. However the projections prepared for that system since 1973 are proving to be more satisfactory.

Elementary Enrolment – Ministry Estimates

We have a file of Ministry projections dating from July 7, 1971 (projecting 1971). That year's estimate was by grade for the total enrolment, public and separate combined. They included kindergarten figures but these have been omitted to make them comparable to the published OISE figures (which generally treat kindergarten separately). Starting in 1971 the Ministry projection provided estimates for the public, separate and total elementary enrolment. The Ministry does not calculate projections by age, so we have not discussed the OISE age estimates, although their error analysis is shown in Table 2.

Table 3 shows the difference between the Ministry's estimated and actual enrolment for the compulsory elementary enrolment. It shows an excellent error record, lower than that of the OISE team in their 1970 and 1971 projections, and in most respects in the calculations of more recent years. The projection

Appendix Table 2A DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED ELEMENTARY SCHOOL ENROLMENTS BY AGE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1973-76

Year of Projection	Age	4		5		6		7		8		9		10		11		12		13		14		Total	
	Sector	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A	Est. 3	Est. 3A
1973	Public	+10.66	- 2.10	-4.26	-2.84	-1.87	+0.62	+ 0.70	+ 0.36	- 0.05	- 0.33	+ 0.02	- 0.34	+ 0.35	+ 0.07	- 0.05	- 0.24	0.0	+ 0.60	+ 0.97	+ 1.03	- 1.49	- 1.01	+ 0.08	- 0.21
1974	"	+13.80	- 1.91	-5.26	-4.00	-4.99	-2.42	- 1.82	+ 0.35	- 0.18	- 0.79	- 0.31	- 0.90	+ 0.34	- 0.26	- 0.17	- 0.61	- 0.78	- 0.36	+ 0.45	+ 1.17	- 0.65	- 0.21	- 0.06	- 0.86
1975	"	+29.31	- 3.90	-4.49	-3.16	-7.16	-4.79	- 6.10	- 3.85	- 2.64	- 0.73	- 0.43	- 1.11	- 0.55	- 1.32	- 0.35	- 1.09	- 0.91	- 0.73	- 1.23	- 0.68	- 4.42	- 4.10	- 0.95	- 2.02
1976	"	+42.65	+11.05	-3.26	-3.08	-5.96	-3.46	- 7.28	- 5.19	- 6.37	- 4.34	- 2.48	- 0.82	- 0.53	- 1.61	- 0.43	- 1.32	- 0.91	- 0.99	- 1.98	- 1.68	-10.80	-10.51	- 2.15	- 2.90
1973	Separate	- 6.81	-20.74	-5.64	-3.81	-11.60	-2.39	- 1.40	- 2.00	- 0.74	- 1.02	- 0.38	- 0.95	+ 0.32	- 0.39	+ 0.87	+ 0.24	+ 0.28	+ 0.09	+ 0.28	+ 1.17	- 6.96	- 7.02	- 2.87	- 2.45
1974	"	-11.01	-28.41	-9.74	-8.11	- 9.98	-6.93	-11.85	- 3.22	- 2.52	- 1.27	- 1.44	- 2.21	- 0.01	- 1.25	+ 0.74	- 0.59	+ 1.01	+ 0.23	- 0.62	+ 0.86	-16.85	-16.47	- 4.90	- 5.27
1975	"	-15.27	-33.70	-9.52	-8.14	-13.24	-10.41	- 9.83	- 7.27	-13.52	- 5.17	- 2.52	- 3.67	- 1.37	- 2.75	+ 0.46	- 0.97	+ 0.36	- 1.08	+ 0.46	+ 0.67	-23.09	-22.11	- 7.12	- 7.56
1976	"	-16.12	-30.07	-10.04	-9.23	-12.78	-10.17	-12.49	-10.11	-11.24	- 8.82	-13.49	- 5.47	- 2.45	- 4.14	+ 0.11	- 1.78	- 0.14	- 2.03	- 0.76	- 1.18	-21.43	-20.02	- 8.47	- 8.47
1973	Total	+ 4.64	- 8.53	-4.64	-3.12	- 4.61	-0.23	+ 0.10	- 0.12	- 0.24	- 0.53	- 0.09	- 0.51	+ 0.34	- 0.60	+ 0.21	- 0.11	+ 0.08	+ 0.46	+ 0.73	+ 1.07	- 4.57	- 4.43	- 0.65	- 0.88
1974	"	+11.05	-11.62	-6.52	-5.16	- 6.42	-3.71	- 4.72	- 0.68	- 0.68	- 1.51	- 0.64	- 1.28	+ 0.24	- 0.54	+ 0.09	- 0.61	- 0.28	- 0.19	+ 0.18	+ 0.93	-10.29	- 9.90	- 1.53	- 2.20
1975	"	+12.30	-15.02	-5.91	-4.56	- 8.92	-6.41	- 7.17	- 4.84	- 5.83	- 2.03	- 1.04	- 2.01	- 0.79	- 1.74	- 0.01	- 1.06	- 0.55	- 0.83	- 0.72	- 0.27	-15.75	-15.14	- 2.85	- 3.51
1976	"	+19.15	- 5.39	-5.20	-4.04	- 7.93	-5.40	- 8.80	- 6.63	- 7.80	- 5.65	- 5.74	- 2.20	- 1.09	- 2.36	- 0.27	- 1.46	- 0.69	- 1.29	- 1.61	- 1.52	-17.02	-16.08	- 3.43	- 4.01
1974	Public	+ 0.26	- 0.91	-1.07	-1.38	-3.02	-3.46	- 0.45	- 0.52	- 0.83	- 1.13	- 0.27	- 0.46	+ 0.07	- 0.20	- 0.47	- 0.56	- 0.73	- 0.82	- 0.19	- 0.32	-10.05	- 0.67	- 0.90	- 0.84
1975	"	- 0.52	- 0.82	-0.26	-0.49	-5.39	-5.79	- 4.63	- 5.09	- 1.23	- 1.55	- 1.48	- 1.55	- 0.75	- 1.15	- 0.57	- 0.90	- 1.21	- 1.36	- 1.79	- 1.98	-13.88	- 4.55	- 2.01	- 2.11
1976	"	+12.78	+14.11	-0.01	-0.42	-4.14	-4.50	- 5.98	- 6.40	- 4.86	- 5.53	- 1.07	- 1.53	- 1.42	- 2.09	- 0.58	- 1.00	- 1.13	- 1.47	- 2.68	- 3.12	-19.65	-10.98	- 2.09	- 2.22
1974	Separate	- 4.90	- 7.90	-2.57	-3.95	- 3.73	-3.91	+ 0.77	+ 0.81	- 0.65	- 0.34	- 0.42	- 0.44	+ 0.17	- 0.06	- 0.42	- 0.41	- 0.07	- 0.08	- 0.69	- 0.61	-10.04	- 9.48	- 1.74	- 2.01
1975	"	-10.54	-14.80	-2.33	-3.99	- 8.49	-7.53	- 2.53	- 2.68	- 0.65	- 0.18	- 0.35	+ 0.10	- 0.54	- 0.74	+ 0.20	+ 0.04	- 0.99	- 0.96	- 0.61	- 0.54	-15.97	-15.10	- 3.28	- 3.69
1976	"	- 5.07	-11.63	-3.89	-5.17	- 5.97	-7.29	- 4.67	- 5.68	- 3.59	- 3.33	- 0.32	+ 0.45	- 0.49	- 0.09	+ 0.11	+ 0.07	- 0.99	- 1.08	- 2.10	- 1.93	-13.13	-11.80	- 3.35	- 3.84
1974	Total	- 1.63	- 2.31	-1.49	-2.10	- 3.22	-3.59	- 0.10	- 0.13	- 0.78	- 0.90	- 0.31	- 0.46	+ 0.10	- 0.16	- 0.45	- 0.52	- 0.54	- 0.61	- 0.34	- 0.41	-10.04	- 5.91	- 1.25	- 1.19
1975	"	- 4.34	- 6.16	-0.84	-1.48	- 5.70	-6.29	- 4.02	- 4.39	- 1.06	- 1.15	- 0.86	- 1.07	- 0.69	- 1.03	- 0.35	- 0.63	- 1.15	- 1.25	- 1.44	- 1.55	-15.06	-10.95	- 2.40	- 2.60
1976	"	+ 5.64	+ 3.82	-1.12	-1.78	- 4.67	-5.31	- 5.60	- 6.19	- 4.48	- 4.48	- 0.85	- 0.95	- 1.15	- 1.50	- 0.38	- 0.69	- 1.09	- 1.36	- 2.64	- 2.76	-15.83	-11.48	- 2.68	- 2.74

Est. 3A is the sum of all counties and districts

Appendix Table 2B DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED ELEMENTARY SCHOOL ENROLMENTS BY AGE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1975-76

Year of Projection	Age	4		5		6		7		8		9		10		11		12		13		14		Total	
	Sector	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.	Est. 3	Est.
1975	Public	- 1.61		+ 1.52		- 1.03		- 1.[illegible]		- 0.15		- 0.14		- 0.53		- 0.34		- 0.04		- 0.82		- 4.54		- 0.52	
1976	"	+10.04		+ 1.79		- 0.27		- 1.16		- 1.43		+ 0.12		- 0.94		- 0.06		- 0.20		- 1.49		-10.11		- 0.05	
1975	Separate	- 7.23		+ 1.29		- 3.03		+ 0.76		- 0.45		+ 1.03		- 0.32		+ 0.47		- 0.48		+ 0.03		- 0.60		- 0.62	
1976	"	- 3.92		- 0.33		- 2.49		- 1.62		+ 0.64		+ 0.62		+ 0.70		+ 0.78		- 0.62		- 1.02		+ 3.21		- 0.32	
1975	Total	- 3.75		+ 1.46		- 1.61		- 1.08		- 0.23		+ 0.20		- 0.47		- 0.[illegible]		- 0.17		- 0.57		- 2.28		- 0.55	
1976	"	+ 4.45		+ 1.17		- 0.53		- 1.29		- 0.82		+ 0.27		- 0.18		+ 0.18		- 0.32		- 1.34		- 2.31		- 0.14	
1976	Public	+11.04		- 0.39		+ 1.26		+ 0.37		+ 0.51		+ 0.37		- 0.30		+ 0.72		+ 0.19		- 1.30		- 6.07		+ 0.55	
1976	Separate	-10.46		+ 1.95		+ 1.28		+ 0.47		- 0.11		- 0.16		- 0.13		+ 0.66		- 0.99		- 0.54		+ 8.55		+ 1.59	
1976	Total	-11.30		+ 0.28		+ 1.27		+ 0.40		+ 0.32		+ 0.21		- 0.25		+ 0.70		- 0.15		- 1.13		+ 2.49		+ 0.07	

Appendix Table 3A

DIFFERENCE BETWEEN ACTUAL AND MINISTRY PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1971-76

Year of Projection	Sector	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliary		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1971	Total	-0.12		-1.14		-0.94		-0.49		+1.19		+1.10		+0.83		+ 0.35		-13.44		-27.56		+ 4.72		- 0.15	
1972	"	+1.59		-1.80		-2.03		-1.38		+0.89		+1.42		+1.59		+ 1.62		-15.55		-22.66		+ 1.21		- 0.08	
1973	"	+2.98		-0.63		-2.73		-2.85		-0.13		+0.90		+1.90		+ 2.26		-25.30		-25.72		+ 4.33		- 0.19	
1974	"	+4.12		+0.75		-1.92		-4.89		-2.19		-0.29		+0.90		+ 2.56		-34.96		-32.54		+14.81		- 0.72	
1975	"	+3.93		+1.14		-0.44		-3.48		-3.15		-2.16		-0.46		+ 1.68		-39.56		-41.31		+ 0.54		- 1.36	
1976	"	+4.45		+2.41		+0.11		-1.96		-2.06		-3.44		-1.83		+ 0.96		-40.82		-36.53		- 4.22		- 1.25	
1972	Public	+1.92		-0.27		-0.04		-0.62		+0.54		+0.05		+0.47		+ 0.60						- 1.04		+ 0.22	
1973	"	+3.77		+1.58		0.0		-0.97		+0.09		+0.57		+0.68		+ 1.12						- 3.30		+ 0.68	
1974	"	+5.58		+3.19		-0.81		-2.45		-1.15		-0.02		+0.50		+ 1.94						+10.64		+ 1.00	
1975	"	+5.10		+3.75		+2.93		-0.47		-1.07		-0.99		-0.28		+ 1.64						- 5.32		+ 1.01	
1976	"	+5.98		+5.13		+3.69		+1.22		+0.03		-1.18		-1.19		+ 1.55						- 0.60		+ 1.53	
1972	Separate	+1.04		-1.24		-1.49		-0.47		-0.43		-0.22		-0.25		+ 0.64		- 1.52		+ 0.75		- 6.10		- 0.50	
1973	"	+1.24		-1.53		-3.58		-2.59		-1.93		-1.18		-0.91		+ 0.77		-12.66		- 2.00		+ 7.10		- 1.53	
1974	"	+0.75		-0.42		-3.59		-5.60		-3.56		-2.30		-2.15		- 1.18		-20.57		- 9.09		+ 9.34		- 1.09	
1975	"	+0.17		-0.23		-2.24		-5.20		-6.68		-4.05		-3.56		- 1.52		-23.78		-17.89		+ 9.24		- 4.24	
1976	"	+0.44		-0.03		-1.96		-3.72		-5.62		-7.60		-8.71		- 2.46		-24.21		-10.39		- 5.91		- 4.49	
1972	Total	+1.68		-0.55		-0.45		-0.59		+0.26		-0.03		+0.26		+ 0.61		- 1.52		+ 0.75		- 1.68		- 0.01	
1973	"	+3.07		+0.69		-1.03		-1.44		-0.49		+0.07		+0.22		+ 1.02		-12.67		- 2.00		- 1.22		+ 0.02	
1974	"	+4.22		+2.15		-1.63		-3.37		-1.92		-0.67		-0.26		+ 1.93		-20.58		- 9.09		+10.36		- 0.23	
1975	"	+3.70		+2.60		+1.41		-1.87		-2.73		-1.88		-1.22		+ 0.73		-23.78		-17.89		- 2.54		- 0.59	
1976	"	+4.40		+3.62		+2.02		-0.25		-1.64		-3.09		-2.21		+ 0.39		-24.25		-10.43		- 6.46		- 0.92	

Appendix Table 3B DIFFERENCE BETWEEN ACTUAL AND MINISTRY PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1973-76

Year of Projection	Sector	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliary		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1973	Public	+1.95		+1.36		+0.60		-0.02		+0.42		+0.15		+0.15		+0.58						- 9.94		+ 0.31	
1974	"	+3.46		+3.18		-0.50		-0.89		-0.84		+0.21		-0.28		+1.24						- 2.10		+ 0.54	
1975	"	+3.12		+3.82		+3.72		+0.68		-0.14		-0.79		-0.51		+0.63						-18.91		+ 0.55	
1976	"	+3.98		+5.42		+4.68		+2.88		+0.43		-0.44		-1.33		+1.23						-21.93		+ 1.18	
1973	Separate	-0.80		-1.79		-1.65		-1.07		-1.58		-0.72		-0.65		-0.46		- 9.71		- 4.02		+15.95		- 1.19	
1974	"	-2.28		-1.68		-3.10		-3.60		-2.12		-1.99		-1.81		-1.66		+19.58		-11.75		+17.21		- 2.95	
1975	"	-3.17		-2.50		-2.84		-4.74		-4.78		-2.52		-3.35		-1.76		-22.96		-22.02		+16.99		- 4.42	
1976	"	-2.91		-2.47		-3.34		-4.31		-5.23		-5.55		-3.29		-2.68		-22.92		-15.01		+ 1.17		- 4.85	
1973	Total	+1.29		+0.46		-0.05		-0.32		-0.15		-0.10		-0.08		+0.28		- 9.72		- 4.02		- 5.00		- 0.14	
1974	"	+1.84		+1.78		-1.25		-1.68		-1.21		-0.42		-0.72		+0.40		-19.59		-11.75		+ 2.05		- 0.51	
1975	"	+1.34		+2.00		+1.80		-0.92		-1.51		-1.29		-1.33		-0.06		-22.96		-22.02		-12.06		- 0.97	
1976	"	+2.02		+3.12		+2.31		+0.75		-1.25		-1.96		-1.89		+0.10		-22.97		-15.05		-17.07		- 0.67	
1974	Public	+3.46		+3.18		-0.50		-0.89		-0.84		+0.21		-0.28		+1.24						+17.43		+ 1.07	
1975	"	+3.12		+3.82		+3.72		+0.68		-0.14		-0.79		-0.51		+0.63						- 3.30		+ 1.05	
1976	"	+3.98		+5.42		+4.68		+2.88		+0.43		-0.44		-1.33		+1.23						- 1.41		+ 1.86	
1974	Separate	-2.28		-1.68		-3.10		-3.60		-2.12		-1.99		-1.81		-1.66		- 3.54		+ 4.46		+ 7.06		- 1.94	
1975	"	-3.17		-2.50		-2.84		-4.74		-4.78		-2.52		-3.35		-1.76		- 6.51		+ 1.44		+ 8.71		- 2.96	
1976	"	-2.91		-2.47		+3.34		-4.31		-5.28		-5.55		-3.29		-2.68		- 2.13		+11.89		- 1.63		- 3.06	
1974	Total	+1.84		+1.78		-1.25		-1.68		-1.21		-0.42		-0.72		+0.40		- 3.56		+ 4.46		+15.20		+ 0.16	
1975	"	+1.34		+2.00		+1.80		-0.92		-1.51		-1.29		-1.33		-0.06		- 6.51		+ 1.44		- 0.99		- 0.17	
1976	"	+2.02		+3.12		+2.31		+0.75		-1.25		-1.96		-1.89		+0.10		- 2.13		+11.84		- 1.45		+ 3.35	
1975	Public	+2.44		+0.93		+1.26		-0.14		+2.45		+0.73		+0.05		+0.52						-13.47		+ 0.55	
1976	"	+3.81		+3.19		+2.32		-0.07		+1.79		+2.59		+0.77		+1.13						-15.27		+ 1.36	
1975	Separate	+0.01		-0.05		0.0		-0.25		-1.40		-0.69		-0.29		-0.26		+ 5.62		+ 1.81		+ 0.69		- 0.06	
1976	"	+1.61		+1.15		+0.44		+0.46		-2.15		-2.58		-0.18		+0.24		+ 6.59		+20.67		-12.90		+ 0.61	

Appendix Table 3C DIFFERENCE BETWEEN ACTUAL AND MINISTRY PROJECTED COMPULSORY ELEMENTARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1975-76

Year of Projection	Sector	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliary		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1975	Total	+ 1.75		+ 0.64		+ 0.89		- 0.17		+ 1.23		+ 0.32		- 0.04		+ 0.03		+ 5.62		- 1.81		-10.76		+ 0.36	
1976	"	+ 3.18		+ 2.60		+ 1.76		+ 0.09		+ 0.62		+ 0.98		+ 0.50		+ 0.87		+ 6.53		+20.61		-14.77		+ 1.13	
1976	Public	+ 0.19		- 0.17		+ 0.24		+ 0.23		+ 0.35		+ 0.15		- 0.66		- 0.01						- 7.21		- 0.22	
1976	Seperate	+ 4.27		+ 0.50		- 0.89		- 1.41		- 1.41		- 2.09		+ 1.05		+ 1.77		- 1.60		+13.94		-17.88		+ 0.29	
1976	Total	+ 1.35		+ 0.03		- 0.09		- 0.26		- 0.17		- 0.52		- 0.16		+ 0.51		- 1.66		+13.89		- 9.45		- 0.06	

calculated in 1971 began with a very low one year forward error, an underestimate of 0.15% and initially the error actually decreased. Its error (thus far) peaked in year 5, 1975, but was still only -1.36%. Their highest error was also in estimates for the separate system, an underprojection of 4.85% for 1976 in the 1973 projection (based on 1972 actual figures). As did the OISE group, the Ministry generally underestimated the separate school share of the enrolment and overestimated that of the public school.

The error in the 1972 total elementary enrolment projections was as follows:

-0.01% (1971 calculation)
-0.08% (1970 calculation)

In the 1973 projection:

-0.14% (1972 calculation)
+0.02% (1971 calculation)
-0.19% (1970 calculation)

In the 1974 projection:

+0.16% (1973 calculation)
-0.51% (1972 calculation)
-0.23% (1971 calculation)
-0.72% (1970 calculation)

In the 1975 projection:

+0.36% (1974 calculation)
-0.17% (1973 calculation)
-0.97% (1972 calculation)
-0.59% (1972 calculation)
-1.36% (1970 calculation)

The error in the 1976 projection (the comparable estimate 1 figures of the OISE group are given on the right) was as follows:

-0.06% (calculated in 1975)	+0.07%
+1.13% (calculated in 1974)	-1.07%
+3.35% (calculated in 1973)	-1.75%
-0.67% (calculated in 1972)	-1.23%
-0.32% (calculated in 1971)	–
-1.25% (calculated in 1970)	+1.24%
	-0.26%

Therefore, it should be conceded that this province has had available at least two sets of all-provincial benchmark figures estimating the medium range future and one estimating conditions 9-10 years forward, and that long range estimates of both the OISE group and the Ministry officials have been fairly accurate and should be taken seriously.

Population Projections

To a very large extent the accuracy of an elementary enrolment projection is dependent upon the accuracy of a population projection by age groups or by single years of age, or upon a projection of live births. On these it usually rests. Over the years the OISE team and the Ministry have been provided with population forecasts produced by a number of groups but only the Central Statistical Services of TEIGA* have consistently produced detailed projections of high utility. Our chief criticism of them has been that they are a multipurpose product whose prime interest has been to achieve overall accuracy. For many policies certain specific age groups are the target subsidized housing for the aged requires detailed estimates of the numbers aged 65 to over 80; labour force problems, questions of unemployment and transfers of skills require detailed statistics of those aged 15 to 65. The most common method of calculating enrolment projections is the so-called "grade transition" one. It is based on the assumption that changes occur slowly, and in a hierarchical system like a school they can be traced statistically. Therefore the most accurate picture of tomorrow is some modified image of today. In our system, the vast majority of the pupils in, say, Grade 4 this year were in Grade 3 last year. And the ratio for a specific grade of this year's enrolment to the grade enrolment of the grade before in the year before, is a good base for setting the estimated figure for the next higher grade, one year hence. But such a forecasting system needs for each projection year a set of entering figures (Grade 1, kindergarten, senior kindergarten – wherever one decides to start. The OISE group generally starts with Grade 1 and then calculates the kindergartens separately). To derive these base figures population projections are needed. But if the base numbers are a ratio of the, say, Grade 1 enrolment to the 6 year olds, or the kindergarten and Grade 1 enrolment to the 4, 5, 6 year olds then the utility of the entire population projection (for this purpose) stands or falls on its performance in a very narrow range of ages. Errors at the beginning of a projection system such as this accumulate rapidly and compound year by year.

The population projections we have used are calculated by the so-called component method. The population a year hence will consist of the people in the area (in this case the province) in the current year modified by (1) gains and losses from migration (i.e., plus those entering minus those leaving = the effect of net migration, which generally in Ontario has been positive i.e., an annual gain), (2) gains from births and (3) losses from deaths. So the component method involves calculating the effects of migration, the effects of changes in fertility, and the effects of mortality – successively, independently one after the other. These are then used to "adjust" the current year's

*Ontario Ministry of Treasury, Economics and Intergovernmental Affairs

population forward year by year. In the province's short term projections, these calculations are done, by 5 year age groups, for Ontario as a whole. In TEIGA's long term projections (revised less frequently since they are based on census data) the calculations are done by single years of age for Ontario as a whole and for each country, division, large city or urban region.

If the Commission is to address itself to school conditions of 2000+ we shall be crucially dependent upon the population projections being used.

Table 4 compares the projected and actual Ontario population of 1966, 1971 and 1976. The projected figures are the estimates calculated in 1964 based on the census data of 1961. Overall the error is quite reasonable. By 1966 the projection was underestimating the total population (by 1.54%), five years later it was still underestimating and the error had reached 2.28% (the product primarily of underestimating the hordes of immigrants the province was receiving each year in the 1960s – this may be seen by looking at the signs before the figures in all age groups between 5 and 39; these are young adults and their families migrating to Ontario primarily because of job opportunities). But five years later the error had dropped and changed its direction. We cannot tell how much this was due to decreased immigration (well below the net migration of +12,000 per year from all sources, external and within Canada) and how much to drastically reduced numbers of births, which led to an even greater overprediction of the 0-4 age group than had been the case earlier. In any case an error 15 years forward of only +0.85% is an extraordinary event, an achievement which no demographer would expect to repeat!

Demographers and planners responsible for predicting future conditions would be most unwise to base their advice on only one set of numbers. At least two should be calculated as a check on one another, and commonly several sets are prepared based on different assumptions about changes in crucial underlying factors (in the case of population, about levels of fertility, migration and mortality; in the case of enrolment, about the numbers of children in the appropriate age groups, the participation rates in the non-compulsory attendance ages and the grade transition rates in the compulsory attendance ages). The figures of Table 4 use a series of age-specific fertility rates as well as age-specific death rates and assume net migration gains of 12,000 per year. Those of Table 5 are based on the same age-specific fertility rates but assume much greater migration, 36,000 net gain. Since the higher migration assumption proved to be closer to reality, the underprojection levels of certain age groups (particularly young workers) were less. For example, by 1966 the overall error in the second projection was an overprediction of 0.18%. The significance of the alternative assumption related to migration may be seen by comparing the error in certain age groups – e.g., those aged 20-24, -5.97% rather than -8.83%; those 25-29, -5.38% *vs.* -9.30%. This persisted to 1971 – e.g., overall the error was -1.10% rather

Appendix Table 4

COMPARISON BETWEEN ACTUAL AND PROJECTED POPULATION IN ONTARIO
ESTIMATE 1*

Age Group	1966 Actual	1966 Projected	1966 Difference	1966 %	1971 Actual	1971 Projected	1971 Difference	1971 %	1976 Actual	1976 Projected	1976 Difference	1976 %
0-4	745,744	781,300	+ 35,556	+4.77	637,255	867,400	+230,145	+36.12	607,205	1,030,300	+423,095	+69.68
5-9	770,061	738,800	- 31,261	- 4.06	783,515	777,400	- 6,115	- 0.78	667,815	862,100	+194,285	+29.09
10-14	688,270	676,200	- 12,070	- 1.75	787,715	741,500	- 46,215	- 5.87	798,760	779,500	- 19,260	- 2.41
15-19	599,197	595,400	- 3,797	- 0.63	713,365	679,100	- 34,265	- 4.80	807,990	774,200	- 33,790	- 4.18
20-24	485,053	442,200	- 42,853	- 8.83	674,135	601,400	- 72,735	- 10.79	744,365	685,700	- 58,665	- 7.88
25-29	433,856	393,500	- 40,356	- 9.30	567,345	448,000	- 119,345	- 21.04	715,820	606,900	- 108,920	- 15.22
30-34	447,155	427,600	- 19,555	- 4.37	478,150	397,500	- 80,650	- 16.87	586,450	451,600	- 134,850	- 22.99
35-39	472,616	462,100	- 10,516	- 2.23	468,515	429,600	- 38,915	- 8.31	489,990	399,200	- 90,790	- 18.53
40-44	469,358	486,300	+ 16,942	+3.61	474,145	461,300	- 12,845	- 2.71	474,550	428,800	- 45,750	- 9.64
45-49	390,983	394,000	+ 3,017	+0.77	469,815	464,500	- 5,315	- 1.13	471,910	457,700	- 14,210	- 3.01
50-54	353,402	353,700	+ 298	+0.08	381,130	386,700	+ 5,570	+ 1.46	465,005	456,000	- 9,005	- 1.94
55-59	293,325	299,000	+ 5,675	+1.93	343,550	341,400	+ 2,150	- 0.63	369,375	373,600	+ 4,225	+ 1.14
60-64	244,128	243,800	- 328	- 0.13	280,045	282,300	+ 2,255	+ 0.81	326,305	322,800	- 3,505	- 1.07
65-69	199,206	199,400	+ 194	+0.10	227,770	222,500	- 5,270	- 2.31	260,930	258,000	- 2,930	- 1.12
70-74	159,047				171,465							
75-79	108,536	378,300	+ 9,784	+2.65	120,960	426,900	+ 10,260	- 2.46	476,215	478,300	+ 2,085	+ 0.44
80-84	63,193				74,375							
85+	37,740				49,840							
Total	6,960,870	6,853,600	- 107,270	- 1.54	7,703,105	7,527,500	- 175,605	- 2.28	8,264,465	8,334,700	+ 70,235	+ 0.85

Source: Population and Labour Force Projections for the Economic Regions of Ontario 1961-1986, Economics Branch, Department of Economics and Development, Government of Ontario, December 1964.

*Net Migration to Ontario 10,000 Per Annum.
Net Internal Migration 2,000 Per Annum

Appendix Table 5

COMPARISON BETWEEN ACTUAL AND PROJECTED POPULATION IN ONTARIO
ESTIMATE 2*

Age Group	1966 Actual	1966 Projected	1966 Difference	1966 %	1971 Actual	1971 Projected	1971 Difference	1971 %	1976 Actual	1976 Projected	1976 Difference	1976 %
0-4	745,744	804,800	+59,056	+7.92	637,255	913,700	+276,445	+43.38	607,205	1,097,600	+490,395	+80.76
5-9	770,061	748,100	- 21,961	- 2.85	783,515	805,300	+ 21,785	+ 2.78	667,815	911,200	+243,385	+36.44
10-14	688,270	683,000	- 5,270	- 0.77	787,715	759,900	- 27,815	- 3.53	798,760	815,200	+ 16,440	+ 2.06
15-19	599,197	602,500	+ 3,303	+0.55	713,365	694,300	- 19,065	- 2.67	807,990	771,900	- 36,090	- 4.47
20-24	485,053	456,100	- 28,953	- 5.97	674,135	624,700	- 49,435	- 7.33	744,365	719,200	- 25,165	- 3.38
25-29	433,856	410,500	- 23,356	- 5.38	567,345	477,900	- 89,445	- 15.77	715,820	647,100	- 68,720	- 9.60
30-34	447,155	441,700	- 5,455	- 1.22	478,150	426,400	- 51,750	- 10.82	586,450	492,900	- 93,550	- 15.95
35-39	472,616	471,900	- 716	- 0.15	468,515	452,500	- 16,015	- 3.24	489,990	435,600	- 54,390	- 11.10
40-44	469,358	474,500	+ 5,142	+1.10	474,145	477,200	+ 3,055	+ 0.64	474,550	457,000	- 17,550	- 3.70
45-49	390,983	389,100	- 1,883	- 0.48	469,815	475,200	+ 5,385	+ 1.15	471,910	477,900	+ 5,990	+ 1.27
50-54	353,402	356,500	+ 3,098	+0.88	381,130	393,700	+ 12,570	+ 3.30	465,005	469,700	+ 4,695	+ 1.01
55-59	293,325	301,000	+ 7,675	+2.62	343,550	346,300	+ 2,750	+ 0.80	369,375	382,900	+ 13,525	+ 3.66
60-64	244,128	245,200	+ 1,072	+0.44	280,045	285,700	+ 5,655	+ 2.02	326,305	329,000	+ 2,695	+ 0.83
65-69	199,206	200,300	+ 1,094	+0.55	227,770	224,800	- 2,970	- 1.30	260,930	262,200	+ 1,270	+ 0.49
70-74	159,047				171,465							
75-79	108,536	379,500	+10,984	+2.98	120,960	429,900	+ 13,264	- 3.18	476,215	483,800	+ 7,585	+ 1.59
80-84	63,193				74,375							
85+	37,740				49,840							
Total	6,960,870	6,973,700	+12,830	+0.18	7,703,105	7,787,500	+ 84,395	- 1.10	8,264,465	8,753,200	+488,735	+ 5.91

*Net Migration to Ontario 30,000 Per Annum
Net Internal Migration 6,000 Per Annum

than -2.28%, and those aged 20-24 were underprojected 7.33% instead of 10.79%; the error for those 25-29 was -15.77% *vs.* -21.04%.

However, in the projection of Table 5 to offset the greater overall accuracy and the lower young worker age group error, was an even higher error in the 0-4 age group figures. By 1966 its overprojection was 7.92% *vs.* 4.77% under the lower fertility assumption, by 1971 it was +43.38% *vs.* +36.12%. That the erroneous (too high) fertility assumptions, producing too high a number of births from 1961 on, were becoming cumulatively more important, overall, than the erroneous (too low) migration assumptions becomes evident by 1976. The error of the high migration forecast, overall, was +5.91%; of the low migration one, overall, it was only +0.85%. The error for the 0-4 age group was +80.76% *vs.* +69.68%, and for the 5-9 age group was +36.44% *vs.* 29.09%.

The provincial short term population projections are based on census data and the annual statistics and estimates of births, migrants and deaths. They are revised fairly frequently. For most school planning they have limited utility because they are not sufficiently detailed. However, they do offer a useful set of benchmarks to help us decide whether or not to use the more elaborate older set of long range projections. Tables 6 and 7 show TEIGA's short term projections calculated in 1969 and 1970 (for 1969-80 and 1970-81). Given the actual series of numbers of live births each year in the 1960s, the demographers assumed lesser fertility rates. Given the higher experienced migration, they assumed higher net migration figures. But they did not believe that the low actual fertility would continue, and made optimistic assumptions about the number of live births. This may be seen from their consistent overprediction error of the 0-4 age cohort, which was even higher in the later than the earlier revision

- in 1971, +0.10% (calculated in 1969)
- in 1971, +2.78% (calculated in 1970)
- by 1976, +4.51% (calculated in 1969)
- by 1976, +22.84% (calculated in 1970).

In Table 8 two recent TEIGA short term projections (one calculated in 1973 and one in 1976) are compared for 1976 with the projection of Statistics Canada (calculated in 1974). (These are all published projections, available to the public.) Other revisions (sometimes more than one in a year) are made by the government demographers for special policy purposes, as needed by some Ministry or other. If we hear of these and request them they are generally provided but these revisions do not have the "official" status of the published figures. The thing to be noted here is that, as the reduced fertility manifested itself, government demographers adjusted the age specific fertility rates of the projection assumptions. The estimated 0-4 figures reduce but not steadily because, although the expected fertility *rate* was

Appendix Table 6 COMPARISON BETWEEN ACTUAL AND PROJECTED POPULATION IN ONTARIO

Age Group	1971 Actual	1971 Projected	1971 Difference	1971 %	1976 Actual	1976 Projected	1976 Difference	1976 %	Actual	Projected	Difference	%
0-4	637,255	627,900	+ 645	+ 0.10	607,205	634,600	+27,395	+ 4.51				
5-9	738,515	766,100	- 7,415	- 0.95	667,815	645,500	- 22,315	- 3.34				
10-14	787,715	796,000	+ 8,285	+ 1.05	798,760	791,600	- 7,160	- .90				
15-19	713,365	712,600	- 765	- 0.11	807,990	813,400	+ 5,410	+ .67				
20-24	674,135	646,000	- 28,135	- 4.17	744,365	747,400	+ 3,035	+ .41				
25-29	567,345	554,800	- 12,545	- 2.21	715,820	685,600	- 30,220	- 4.22				
30-34	478,150	484,600	+ 6,450	+ 1.35	586,450	582,200	- 4,250	- .72				
35-39	468,515	476,600	+ 8,085	+ 1.73	489,990	501,000	+11,010	+ 2.25				
40-44	474,145	487,300	+13,155	+ 2.77	474,550	484,400	+ 9,850	+ 2.08				
45-49	469,815	473,500	+ 3,685	+ 0.78	471,910	487,200	+15,290	+ 3.24				
50-54	381,130	388,600	+ 7,470	+ 1.96	465,005	467,200	+ 2,195	+ .47				
55-59	343,550	344,700	+ 1,150	+ 0.33	369,375	377,900	+ 8,525	+ 2.31				
60-64	280,045	279,200	- 845	- 0.30	326,305	326,200	- 105	- .03				
65-69	227,770	223,000	- 4,770	- 2.09	260,930	253,900	- 7,030	- 2.69				
70-74	171,465	172,300	+ 835	+ 0.49	197,270	192,100	- 5,170	- 2.62				
75-79	120,960	124,400	+ 3,440	+ 2.84	137,020	135,000	- 2,020	- 1.47				
80-84	74,375	71,500	- 2,875	- 3.87	82,955	82,800	- 155	- .19				
85+	49,840	43,600	- 6,240	- 12.52	60,750	49,600	- 11,150	- 18.35				
Total	7,703,105	7,682,700	- 20,405	- 0.26	8,264,465	8,257,600	- 6,865	- 0.08				

Source: Ontario Short-term Population Projections 1969-1980
Economic Planning Branch, Policy Planning Division, Department of Treasury and Economics October 1969

Appendix Table 7 COMPARISON BETWEEN ACTUAL AND PROJECTED POPULATION IN ONTARIO

Age Group	1971 Actual	1971 Projected	1971 Difference	1971 %	1976 Actual	1976 Projected	1976 Difference	1976 %	Actual	Projected	Difference	%
0-4	637,255	655,000	+17,745	+ 2.78	607,205	745,900	+138,695	+22.84				
5-9	783,515	783,400	- 115	- 0.01	667,815	672,900	+ 5,085	+ .76				
10-14	787,715	800,200	+12,485	+ 1.58	798,760	799,900	+ 1,140	+ .14				
15-19	713,365	716,800	+ 3,435	+ 0.48	807,990	819,400	+ 11,410	+ 1.41				
20-24	674,135	658,800	- 15,335	- 2.27	744,365	751,800	+ 7,435	+ 1.00				
25-29	567,345	571,200	+ 3,855	+ 0.68	715,820	698,800	- 17,020	- 2.38				
30-34	478,150	494,900	+16,750	+ 3.50	586,450	599,700	+ 13,250	+ 2.26				
35-39	468,515	480,900	+12,385	+ 2.64	489,990	512,100	+ 22,110	+ 4.51				
40-44	474,145	490,500	- 16,355	+ 3.45	474,550	489,200	+ 14,650	+ 3.09				
45-49	469,815	475,000	+ 5,185	+ 1.10	471,910	490,700	+ 18,790	+ 3.98				
50-54	381,130	389,800	+ 8,670	+ 2.27	465,005	468,700	+ 3,695	+ .79				
55-59	343,550	345,900	+ 2,350	+ 0.68	369,375	379,100	+ 9,725	+ 2.63				
60-64	280,045	280,200	+ 155	+ 0.06	326,305	327,500	+ 1,195	+ .37				
65-69	227,770	224,000	- 3,770	- 1.66	260,930	255,200	- 5,730	- 2.20				
70-74	171,465	173,000	- 1,535	+ 0.90	197,270	193,200	- 4,070	- 2.06				
75-79	120,960	125,400	+ 4,440	+ 3.67	137,020	136,800	- 220	- .16				
80-84	74,375	72,300	- 2,075	- 2.79	82,955	84,700	- 1,745	- 2.10				
85+	49,840	43,600	- 6,240	- 12.52	60,750	50,500	- 10,250	- 16.87				
Total	7,703,105	7,780,900	+77,795	+ 1.01	8,264,465	8,476,100	+211,635	+ 2.56				

Source: Ontario Short-term Population Projections 1970-81, Economic Planning Branch, Policy Planning Division, Department of Treasury & Economics, September 1970.

Appendix Table 8 COMPARISON BETWEEN ACTUAL AND PROJECTED POPULATION IN ONTARIO

Age Group	1976[1] Actual	Projected	Difference	%	1976[2] Actual	Projected	Difference	%	1976[3] Actual	Projected	Difference	%
0-4	607,205	699,411	+ 92,206	+15.19	607,205	632,104	+24,899	+ 4.10	607,205	707,700	+100,495	+16.55
5-9	667,815	662,437	- 5,378	- .81	667,815	659,615	- 8,200	- 1.23	667,815	675,300	+ 7,850	+ 1.18
10-14	798,760	802,944	+ 4,184	+ .52	798,760	802,988	+ 4,228	+ .53	798,760	810,300	+ 11,540	+ 1.44
15-19	807,990	803,535	- 4,455	- .55	807,990	808,275	+ 285	+ .04	807,990	819,700	+ 11,710	+ 1.45
20-24	744,365	749,901	+ 5,536	+ .74	744,365	754,776	+10,411	+ 1.40	744,365	787,700	+ 43,335	+ 5.82
25-29	715,820	730,104	+ 14,284	+ 2.00	715,820	735,490	- 19,670	- 2.75	715,820	754,700	+ 38,880	+ 5.43
30-34	586,450	607,674	+ 21,224	+ 3.62	586,450	614,462	+28,012	+14.78	586,450	616,500	+ 30,050	+ 5.12
35-39	489,990	501,215	+ 11,225	+ 2.29	489,990	503,704	+13,714	+ 2.80	489,990	504,200	+ 14,210	+ 2.90
40-44	474,550	479,836	+ 5,286	+ 1.11	474,550	480,516	+ 5,966	+ 1.26	474,550	481,800	+ 7,250	+ .1.53
45-49	471,910	475,821	+ 3,911	+ .83	471,910	476,164	+ 4,254	+ .90	471,910	477,200	+ 5,290	+ 1.12
50-54	465,005	463,775	- 1,230	- .26	465,005	464,141	- 864	- .19	465,005	464,500	- 505	- .11
55-59	369,375	370,140	+ 765	+ .21	369,375	370,514	+ 1,139	+ .31	369,375	371,400	+ 2,025	+ .55
60-64	326,305	324,239	- 2,066	- .63	326,305	324,452	- 1,853	- .57	326,305	327,100	+ 795	+ .24
65-69	260,930	254,313	- 6,617	- 2.54	260,930	254,378	- 6,552	- 2.51	260,930	257,000	- 3,930	- 1.51
70-74	197,270	194,003	- 3,267	- 1.66	197,270	194,176	- 3,094	- 1.57	197,270	197,800	+ 530	+ .27
75-79	137,020	131,671	- 5,349	- 3.90	137,020	131,567	- 5,453	- 3.98	137,020	137,300	+ 280	+ .20
80-84	82,955	79,823	- 3,132	- 3.78	82,955	79,634	- 3,321	- 4.00	82,955	83,800	+ 845	+ 1.02
85+	60,750	52,950	- 7,800	- 12.84	60,750	52,724	- 8,026	- 13.21	60,750	56,600	- 4,150	- 6.83
Total	8,264,465	8,383,792	+119,327	+ 1.44	8,264,465	8,339,686	+75,221	+ 0.91	8,264,465	8,530,700	+266,235	+ 3.22

Sources: [1]Ontario Short-term Population Projections, 1971-1986, Demographic Studies Section, Economic Analysis Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, January 1973.

[2]Ontario Short-term Population Projections, 1975-1986, Central Statistical Services, Ministry of Treasury, Economics and Intergovernmental Affairs, September 1976.

[3]Population Projections for Canada and Provinces 1972-2001, Catalogue 91-514 Occasional, Statistics Canada, June 1974.

lowered, it was not dropped sufficiently to compensate for the increased number of young adults in the fertile age groups. So for 1976 we have a provincial 0-4 age group estimate of 634,600 (calculated in 1969), then 745,900 (calculated in 1970), then 699,411 (calculated in 1973) and 632,104 (calculated in 1976); and a federal figure of 707,700 (calculated in 1974). The actual figure recorded by the 1976 census but not available (unpublished) until January 1978 was 607,205. The overprediction error which started (in the series of revisions quoted) at +4.51% grew to +22.84%, then dropped to +15.19% and finally rose to +4.10% – which was only slightly better than the first revision of 1969.

In summary: Making long term population projections is a tricky business but it is possible to obtain a reasonable level of overall accuracy for total population. Indeed the long term accuracy often exceeds that of the short term projection except for one or two years forward, because the latter overcompensates for the dominant trend factor at the time of the revision. Migration in the 1960s reached levels in Ontario that no one expected, so there was consistent underprediction of the age cohorts of the young labour force years. Fertility dropped (and is still dropping) to levels that no one expected. Although a drop in birth rates was predicted, the large number of females in the fertile age groups led demographers to expect large numbers of births even from moderately low fertility rates. The births did not occur. Adjustments in the rates were made, but they were always too conservative. The high net gain from migration was expected (by the demographers preparing the short term revisions) to be maintained long after it ceased – hence the overprediction errors in 1971 and 1976 in the age cohorts 30-34, 35-39, 40-44 (in the calculations of 1969) and in these three age cohorts and that of 25-29 in the calculations of 1970. If we look at the 1976 prediction for the age groups 25-44, the ones most involved in migration, and compare the calculations shown in Tables 6, 7 and 8 we note that the 1969 calculation is underpredicting the first two sub age groups (25-29; 30-34), the 1970 revision is underpredicting only the first one (25-29), the 1973 revision overpredicts all four sub groups, and that of 1976 has been adjusted too much – it underpredicts the first one (25-29) again.

Demographers are generally cautious. They adjust slowly to unexpected reality. We shall keep in mind TEIGA's assumptions and review their series of revisions, but we shall also recognize our own inability to "see the woods for the trees". On balance these are very good forecasts, as technically excellent as any being produced, and some of CODE's twenty year enrolment projections will be based on the new TEIGA population projections, expected in April 1978.

Local Area Projections

The delivery of schooling in Ontario is a local service. Boards of education have responsibility for operating schools within certain legal and customary regulations, guidelines, incentives and constraints exercised by the provincial government. Therefore, for their policy decisions (budgeting, hiring teachers, building schools, defining programs, allocating children to appropriate programs and courses, deciding upon the resources of individual programs and schools) projections of enrolments are required for local systems and for the schools (and sometimes the service clientele) within systems. The best level for much of this work is the local one – the planner/administrator employee of the board prepares the projections. But an all-province benchmark is not very useful as a comparison set of figures for these people. Since 1976 OISE personnel under the Ministry contract have been annually preparing projections for 33 county boards (both public and separate), and eight urban boards as well as for the 11 northern districts. They do, of course, many more than 52 individual projections because public, separate and secondary school enrolment are all calculated individually. At first these figures were merely available for reference, being deposited in libraries at the Ministry's regional offices and in other offices of government. But beginning in 1973 the sets of figures have been distributed widely to boards and institutions of higher education, each board receiving a set of notes and tables about its own and related jurisdictions. OISE has never systematically produced annual figures for *all* the small boards of the North. The referent statistics on population and live births are not available. Nor has it produced them for the individual boards of Metropolitan Toronto, although it prepares a set for Metro as a whole. When this work started it was conceived as an aid to the new county boards. The area boards of Metro already had established planning offices manned by professional planners; they did not need such assistance.

The OISE contract projections are not intended to replace projections prepared by board staff, but to encourage them to calculate long term rather than merely short term projections, and to provide them with benchmark figures (particularly for comparison with their one-year forward estimates). OISE personnel, therefore, have not generally provided projections by school, except on special occasions at the request of individual boards. In enrolment forecasting at the community level it is exceedingly difficult to attain satisfactory accuracy. The figures for an individual school are peculiarly sensitive to board policy about the location of programs and the allocation of pupils to them, as well as to community conditions and the use of housing stocks over which school personnel have little influence and no control. The main use of board planners' projections has been for *very* short term decisions – one year forward – and the acceptance of the OISE figures as benchmarks rests on their one year accuracy. So we have striven for short

term accuracy even though, in our opinion, the long term accuracy of the figures is much more important in decision making.

In the planning demonstration studies which the OISE group and their former students are prep··ing for the Commission, local areas and groups of schools are being studied and their enrolment projected. In addition for each of the Southern Ontario boards, a 20 year enrolment projection will be calculated, instead of the usual 10 year one; for each of the small Northern boards, medium and long range (5 and 10 year) projections will be prepared. For the 20 year forecasts, by local system, we shall use the new TEIGA long range forecast based on the 1976 census data and fertility and migration assumptions agreed between TEIGA and OISE staff. For the school level projections of the demonstration studies we shall use a referent base of live births' statistics and housing data (adjusted according to our judgement).

Acceptance by school personnel of these estimates of future conditions is very important for the success of the Commission. Therefore, to permit interested parties to judge our short term accuracy for themselves, we reproduce here tables taken from our annual error analyses for 1972 to 1976. (These are sent to the Ministry automatically on the completion of each year's contract.) The "All-Ontario Report" each year gives an overall review of the shifts of enrolment occurring in the province, discusses trends which seem to be emerging and the common conditions which the statistics are revealing. It also includes tables showing our "league standing", i.e. the range of our one year forward error for all the projection sets. We shall use only the tables dealing with estimate 1 since that is the one generally recommended for use.

As may be seen from Tables 9 and 10, in the Summer 1973 calculations, the September 1973 elementary enrolment was predicted to within 1% or less for 28 out of the 53 county, district or urban public boards but for only 19 out of 53 of the separate school boards of comparable areas. We achieved a satisfactory level of accuracy in 38 cases for public boards but only 23 for separate ones. ("Satisfactory" is defined as 1.5% error or less, "good" as 1.0% error or less.) These boards vary a good deal in the size of their enrolment and some are quite small, although this table does not include most of the really small boards which are in Northern Ontario. Nevertheless since it is more difficult to predict accurately for a small group than a large, the size of the enrolment and the absolute size of the error are also a matter of interest. Short term forecasts for a school board carry serious budget implications. An error of 25-30 pupils represents a classroom or the cost of a portable (in an expanding system) and a teacher. So these tables show the error by absolute size and by the size of the system involved. For example, in 1973 (based on 1972 absolute figures) 21 of the 28 "good" projections of elementary enrolment for public systems involved an absolute error of 100 pupils or less; in 1974 (calculated in 1973) 17 of the 23; in 1975, 23 of 29

Appendix Table 9

TOTAL NUMBER OF COUNTY PROJECTIONS ACCORDING TO THE RANGE OF ABSOLUTE ERROR OF ESTIMATE 1 OF TOTAL PUBLIC SCHOOL ENROLMENT, 1973-1977

Absolute Error (Number of Pupils)	PERCENTAGE ERROR														
	1.0% and under					1.1% - 1.5%					1.6% - 2.5%				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 and under	21	17	23	20		1	5	3	2		4	1	2	0	
101 - 200	2	5	4	5		6	2	3	2		3	5	3	4	
201- 300	2	1	1	3		1	0	0	0		1	2	1	1	
301 - 400	0	0	0	0		2	2	2	2		1	1	0	0	
401 - 500	3	0	0	0		0	1	0	0		1	1	1	0	
501 - 600	0	0	0	0		0	0	0	0		1	0	0	0	
601 - 700	0	0	0	0		0	1	0	0		0	0	1	0	
701 and over	0	0	1	0		0	0	0	1		0	1	1	1	
Total Number of Counties	28	23	29	28		10	11	8	7		11	11	9	6	

Absolute Error (Number of Pupils)	PERCENTAGE ERROR														
	2.6% - 4.0%					4.1% and over					Total Number of Counties				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 and under	0	0	1	1		1	0	1	1		27	23	30	24	
101 - 200	1	3	1	3		1	0	0	0		13	15	11	14	
201 - 300	0	0	1	2		0	0	0	1		4	3	3	7	
301 - 400	1	1	0	1		0	0	0	0		4	4	2	3	
401 - 500	0	0	0	0		0	0	0	0		4	2	1	0	
501 - 600	0	0	0	0		0	0	0	0		1	0	0	0	
601 - 700	0	0	0	0		0	0	0	0		0	1	1	0	
701 and over	0	0	0	0		0	0	0	0		0	1	2	2	
Total Number of Counties	2	4	3	7		2	0	1	2		53	49	50	50	

Appendix Table 10

TOTAL NUMBER OF COUNTY PROJECTIONS ACCORDING TO THE RANGE OF ABSOLUTE ERROR OF ESTIMATE 1 OF TOTAL SEPARATE SCHOOL ENROLMENT, 1973-1977

Absolute Error (Number of Pupils)	PERCENTAGE ERROR														
	1.0% and under					1.1% - 1.5%					1.6% - 2.5%				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 and under	16	18	13	12		2	2	3	4		9	1	8	4	
101 - 200	1	1	3	5		2	4	3	1		4	1	2	1	
201 - 300	1	1	0	0		0	2	1	0		1	0	0	1	
301 - 400	0	0	0	0		0	0	0	0		1	0	0	1	
401 - 500	0	0	0	0		0	0	0	0		1	0	0	0	
501 - 600	1	0	0	0		0	0	0	0		0	1	0	0	
601 - 700	0	0	0	0		0	0	0	0		0	0	0	0	
701 and over	0	0	0	0		0	1	0	0		0	0	0	0	
Total Number of Counties	19	20	16	17		4	9	7	5		16	3	10	7	

Absolute Error (Number of Pupils)	PERCENTAGE ERROR														
	2.6% - 4.0%					4.1% and over					Total Number of Counties				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 and under	3	1	3	3		5	6	4	4		35	28	31	27	
101 - 200	1	0	1	1		1	0	0	3		9	6	9	11	
201 - 300	1	1	0	2		0	1	1	0		3	5	2	3	
301 - 400	0	1	0	0		0	0	1	0		1	1	1	1	
401 - 500	1	1	0	0		1	0	0	0		3	1	0	0	
501 - 600	0	0	0	0		0	0	0	0		1	1	0	0	
601 - 700	0	0	0	0		0	0	0	0		0	0	0	0	
701 and over	0	0	0	1		1	0	0	0		1	1	0	1	
Total Number of Counties	6	4	4	7		8	7	6	7		53	43	43	43	

and in 1976, 20 of the 28 met the standard. In 1973, 16 of the 19 good projections of enrolment for separate school systems involved an absolute error of 100 pupils or less; in 1974, 18 of the 20; in 1975, 13 of the 16; and in 1976, 12 of the 17.

Over the years we have found that we consistently predict the enrolment of certain boards well. These systems show great stability. In other cases no projection technique seems to work satisfactorily. The pacing of the growth of certain areas on the fringe of big cities, like Dufferin and Peel Counties, is difficult to gauge. It is particularly sensitive to economic factors which affect housing starts and house sales. We reproduce as Table 11 our most recent (1976) short term board error table from the "All Ontario Report". But, since CODE is more concerned with demonstrating long term than short term accuracy, we have prepared Table 12 to illustrate the long term board level accuracy of estimate 1. This table shows the error development from 1971. Kent County Public is an example of a good projection; Waterloo Public's is satisfactory; Hastings Public's is fair; Peel County Public's is poor and that for Peel Separate is very poor.

Secondary Enrolment – OISE Estimates

Estimating the secondary school population generally is more difficult than estimating elementary enrolment because (1) the transition from grade 8 to grade 9 fluctuates according to school policy decisions and (2) participation in the upper grades is voluntary and, in recent years, dropout rates have been growing, but not uniformly. On the other hand there is no need to predict the split of the enrolment between the public and separate systems – so that source of error is avoided. First we shall discuss the error history of the all-provincial projections (those of OISE and the Ministry) and then that of OISE's board projections.

Tables 13, 14 and 15 are comparable to Tables 1, 2 and 3. The table analyzing the projection by age has been included for information but not discussed, since the recommended projection (and that commonly used for comparison with Ministry or board figures) is the one by grade. Since the introduction of the credit system in Ontario's secondary schools, "grade" is a misnomer because the student accumulates "course credits" towards a graduation diploma, and the courses taken in any year are not of a uniform level of difficulty. However the term "grade" persists, and grade equivalents are reported in terms of numbers of course credits obtained.

In Table 13 the first projection shown is one calculated in 1966 for the 10-year period 1967-76 and published in OISE *Enrollment Projection Series Number 2*. The grade 9 and 10 (elementary/continuation) enrolment of the separate schools is included in the figures. In this projection grade 9 was

Appendix Table 11

COMPARISON BETWEEN 1976 ACTUAL AND PROJECTED TOTAL ELEMENTARY SCHOOL ENROLMENT (ESTIMATE 1) BY GRADE, BY COUNTY OR DISTRICT AND SOME SELECTED CITIES IN ONTARIO

County or District	Total Public School Enrolment				Total Separate School Enrolment				Total Elementary School Enrolment			
	Actual Number	Projected Number	Difference No.	Error %	Actual Number	Projected Number	Difference No.	Error %	Actual Number	Projected Number	Difference No.	Error %
Algoma	11,936	12,017	+ 81	+0.7	9,184	9,064	- 120	- 1.3	21,120	21,081	- 39	- 0.2
Brant	10,923	10,638	- 285	- 2.6	3,152	3,104	- 48	- 1.5	14,075	13,742	- 333	- 2.4
Bruce	7,197	7,406	+209	+2.9	1,909	1,756	- 153	- 8.0	9,106	9,162	+ 56	+0.6
Cochrane	5,938	5,675	- 263	- 4.4	10,390	10,452	+ 62	+ 0.6	16,328	16,127	- 201	- 1.2
Dufferin	4,271	4,134	- 137	- 3.2	331	325	- 6	- 1.8	4,602	4,460	- 142	- 3.1
Elgin	8,668	8,677	+ 9	+0.1	1,501	1,560	+ 59	+ 3.9	10,169	10,238	+ 69	+0.7
Essex[2]	9,622	9,513	- 109	- 1.1	9,351	9,331	- 20	- 0.2	18,973	18,843	- 130	- 0.7
Frontenac	10,440	10,531	+ 91	+0.9	3,085	2,923	- 162	- 5.3	13,525	13,454	- 71	- 0.5
Grey	9,343	9,305	- 38	- 0.4	842	828	- 14	- 1.7	10,185	10,133	- 52	- 0.5
Haldimand	4,353	4,408	+ 55	+1.3	651	610	- 41	- 6.3	5,004	5,019	+ 15	+0.3
Haliburton	1,498	1,508	+ 10	+0.7	–	–	–	–	1,498	1,508	+ 10	+0.7
Halton	28,099	28,482	+383	+1.4	7,454	7,504	+ 50	+ 0.7	35,553	35,986	+433	+1.2
Hastings	12,006	11,988	- 18	- 0.1	3,330	3,316	- 14	- 0.4	15,336	15,304	- 32	- 0.2
Huron	6,830	6,834	+ 4	*	1,345	1,271	- 74	- 5.5	8,175	8,106	- 69	- 0.8
Kenora	6,337	6,528	+191	+3.0	1,490	1,530	+ 40	+ 2.7	7,827	8,058	+231	+2.9
Kent	10,787	10,673	- 114	- 1.1	5,076	5,015	- 61	- 1.2	15,863	15,688	- 175	- 1.1
Lambton	13,068	12,719	- 349	- 2.7	4,579	4,493	- 86	- 1.9	17,647	17,211	- 436	- 2.5
Lanark	4,850	4,836	- 14	- 0.3	1,175	1,175	–	*	6,025	6,011	- 14	- 0.2
Leeds & Grenville	9,472	9,395	- 77	- 0.8	1,531	1,573	+ 42	+ 2.7	11,003	10,967	- 36	- 0.3
Lennox & Addington	4,911	4,947	+ 36	+0.7	671	776	+105	+15.6	5,582	5,723	+141	+2.5
Manitoulin	1,085	1,085	–	.*	94	94	–	*	1,179	1,179	–	*
Middlesex[1]	31,913	32,168	+255	+0.8	9,317	9,354	+ 37	+ 0.4	41,230	41,522	+292	+0.7
Middlesex[2]	7,535	7,571	+ 36	+0.5	–	–	–	–	7,535	7,571	+ 36	+0.5
Muskoka	4,775	4,815	+ 40	+0.8	–	–	–	–	4,775	4,815	+ 40	+0.8
Niagara Region	37,454	37,728	+274	+0.7	17,177	16,902	- 275	- 1.6	54,631	54,630	- .1	*

Appendix Table 11 continued

County or District	Total Public School Enrolment				Total Separate School Enrolment				Total Elementary School Enrolment			
	Actual Number	Projected Number	Difference No.	Error %	Actual Number	Projected Number	Difference No.	Error %	Actual Number	Projected Number	Difference No.	Error %
Nipissing	5,977	6,040	+ 63	+1.1	7,858	7,943	+ 85	+1.1	13,835	13,983	+148	+1.1
Norfolk	6,101	6,219	+118	+1.9	1,790	1,759	- 31	- 1.7	7,891	7,978	+ 87	+1.1
Ottawa-Carleton[2]	21,320	21,439	+119	+0.6	12,870	12,994	+124	+1.0	34,190	34,432	+242	+0.7
Oxford	10,132	9,953	- 179	- 1.8	1,810	1,811	+ 1	*	11,942	11,763	- 179	- 1.5
Parry Sound	4,815	4,938	+123	+2.6	–	–	–	–	4,815	4,938	+123	+2.6
Peel	46,270	45,340	- 930	- 2.0	17,268	17,402	+134	+0.8	63,538	62,742	- 796	- 1.3
Perth	7,826	8,025	+199	+2.5	1,387	1,445	+ 58	+4.2	9,213	9,470	+257	+2.8
Prescott & Russell	1,118	1,060	- 58	- 5.2	6,609	6,587	- 22	- 0.3	7,727	7,647	- 80	- 1.0
Prince Edward	2,912	2,884	- 28	- 1.0	104	103	- 1	- 1.0	3,016	2,987	- 29	- 1.0
Rainy River	2,981	3,072	+ 91	+3.1	810	769	- 41	- 5.1	3,791	3,840	+ 49	+1.3
Renfrew	7,201	7,224	+ 23	+0.3	5,348	5,424	+ 76	+1.4	12,549	12,648	+ 99	+0.8
Stor. Dun. & Glen.	6,694	6,831	+137	+2.0	7,733	7,512	- 221	- 2.9	14,427	14,343	- 84	- 0.6
Sudbury	13,219	12,947	- 272	- 2.1	21,134	21,323	+189	+0.9	34,353	34,270	- 83	- 0.2
Thunder Bay	13,887	13,920	+ 33	+0.2	7,665	7,849	+184	+2.4	21,552	21,769	+217	+1.0
Timiskaming	3,883	3,885	+ 2	+0.1	3,038	3,058	+ 20	+0.7	6,921	6,943	+ 22	+0.3
Waterloo	28,832	28,717	- 115	- 0.4	15,386	15,540	+154	+1.0	44,218	44,257	+ 39	+0.1
Wellington	13,605	13,615	+ 10	+0.1	4,579	4,430	- 149	- 3.3	18,184	18,046	- 138	- 0.8
Wentworth[1]	37,555	37,328	- 227	- 0.6	20,478	20,841	+363	+1.8	58,033	58,169	+136	+0.2
Wentworth[2]	11,594	11,551	- 43	- 0.4	–	–	–	–	11,594	11,551	- 43	- 0.4
York[2]	25,439	25,138	- 301	- 1.2	6,376	6,154	- 222	- 3.5	31,815	31,292	- 523	- 1.6
Hamilton	25,961	25,800	- 161	- 0.6	–	–	–	–	25,961	25,800	- 161	- 0.6
London	24,378	24,561	+183	+0.8	–	–	–	–	24,378	24,561	+183	+0.8
Ottawa	17,138	17,250	+112	+0.7	17,711	17,746	+ 35	+0.2	34,849	34,995	+146	+0.4
Metro Toronto	191,022	193,566	+2544	+1.3	77,886	80,415	+2529	+3.2	268,908	273,981	+5073	+1.9
Windsor	13,925	13,897	- 28	- 0.2	15,755	15,919	+164	+1.0	29,680	29,816	+136	+0.5

[1]County including City

[2]County excluding City

[3]No error or less than one tenth of one per cent

Appendix Table 12 ERROR ANALYSIS OF ELEMENTARY SCHOOL ENROLMENT PROJECTIONS OF SOME SELECTED BOARDS IN ONTARIO BY DEGREE OF ACCEPTED ACCURACY

Year of Projection	GOOD Kent Public %	SATIS-FACTORY Waterloo Public %	FAIR Hastings Public %	POOR Peel Public %	VERY POOR Peel Separate %
1	2	3	4	5	6
1971	+0.17	- 0.59	- 0.54	- 2.30	- 3.05
1972	+0.43	- 0.30	- 0.96	- 4.63	- 7.18
1973	+0.45	- 0.69	- 0.20	- 7.12	- 14.10
1974	- 0.60	- 0.99	- 1.99	- 8.54	- 22.87
1975	- 1.54	- 2.02	- 3.06	- 10.23	- 31.98
1976	- 0.88	- 4.03	- 4.54	- 14.32	- 40.96

Appendix Table 13A DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED SECONDARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1967-76

Year of Projection	Grade 9		Grade 10		Grade 11		Grade 12		Grade 13		Others		Total	
	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1967	- 1.20	- 1.12	- 1.70	- 2.60	- 1.60	- 0.76	- 2.29	- 1.76	- 3.51	- 1.24	+10.44	- 7.39	- 0.92	- 1.94
1968	- 0.36	- 0.61	- 3.08	- 3.77	- 5.01	- 4.80	- 6.81	- 5.12	- 10.51	- 7.84	+17.03	+ 1.26	- 2.66	- 3.33
1969	- 0.48	- 0.93	- 1.95	- 2.58	- 7.41	- 6.23	- 10.65	- 8.17	- 15.98	- 12.10	+23.95	+ 8.24	- 3.26	- 3.88
1970													- 4.65	- 4.16
1971													- 3.91	- 3.98
1972													- 1.88	- 2.02
1973													+ 0.68	+ 0.99
1974													+ 2.48	+ 3.52
1975													+ 1.32	+ 3.52
1976													+ 1.09	+ 4.32
1969	+0.29	+0.29	+2.24	+2.24	+1.59	+1.59	+ 1.24	+ 1.24	+ 0.03	+ 0.03	+ 4.10	+ 4.10	+ 1.37	+ 1.37
1970													+ 2.75	+ 2.55
1971													+ 5.00	+ 4.57
1972													+ 8.13	+ 7.27
1973													+11.68	+10.18
1974													+14.57	+12.39
1975													+14.71	+11.70
1976													+15.96	+11.52

Appendix Table 13B DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED SECONDARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1972-76

		Est. 1A		Est. 1A		Est. 1A		Est. 1A		Est. 1A		Est. 1A
1972	- 0.74	- 1.74	+2.06	+1.97	- 1.54	- 0.04	+ 6.45	+ 8.69	+ 4.82	+ 5.64	+ 1.50	+ 1.98
1973	- 0.46	- 1.57	+4.40	+4.11	+0.62	+3.66	+10.06	+14.95	+11.73	+15.86	+ 3.80	+ 5.27
1974	+3.50	+1.92	+5.02	+4.78	+3.09	+6.05	+ 9.42	+16.92	+12.43	+19.35	+ 5.60	+ 7.66
1975	+2.54	+0.80	+5.12	+4.48	+1.63	+4.60	+ 9.39	+15.40	+ 9.41	+18.77	+ 4.81	+ 6.75
1976	+2.61	+1.03	+4.58	+3.79	+0.75	+3.35	+ 8.18	+14.17	+11.83	+19.50	+ 4.48	+ 6.27

1A Sum of all counties and districts

Appendix Table 13C DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED SECONDARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1973-76

Year of Projection	Grade 9		Grade 10		Grade 11		Grade 12		Grade 13		Others		Total	
	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
		Est. 1A		Est. 1A		Est. 1A		Est. 1A		Est. 1A				Est. 1A
1973	- 1.18	- 1.19	+2.40	+2.00	+0.07	+1.22	+ 4.14	+ 5.95	- 0.78	+ 4.03			+ 0.91	+ 1.78
1974	+2.54	+2.81	+1.74	+2.74	+2.27	+1.94	+ 0.75	+ 2.77	+ 0.79	+ 3.87			+ 1.82	+ 2.69
1975	+1.73	+2.18	+1.62	+2.95	- 0.42	+0.64	- 0.65	- 0.08	- 4.56	- 1.35			+ 0.25	+ 1.31
1976	+1.47	+2.00	+1.24	+2.97	- 1.49	- 0.11	- 2.95	- 1.09	- 4.16	- 2.18			- 0.55	+ 0.78
1974	+3.80	+2.90	- 1.30	- 0.04	- 0.46	+0.01	- 5.55	- 3.59	- 2.74	- 3.06			- 0.59	- 0.11
1975	+2.81	+1.51	- 1.38	- 0.85	- 3.72	- 1.93	- 9.29	- 6.76	- 10.08	- 8.46			- 2.95	- 2.19
1976	+2.61	+1.08	- 1.90	- 1.73	- 4.72	- 3.60	- 11.98	- 8.40	- 12.05	- 9.75			- 4.08	- 3.34
1975	+1.67		- 3.90		- 1.84		- 3.33		- 2.02				- 1.68	
1976	+2.66		- 1.88		- 6.58		- 4.81		- 3.54				- 2.39	
1976	+0.21		+0.46		- 0.59		+ 0.53		+ 2.31				+ 0.34	

1A Sum of all counties and districts

Appendix Table 14

DIFFERENCE BETWEEN ACTUAL AND O.I.S.E. PROJECTED SECONDARY SCHOOL ENROLMENTS BY AGE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO, 1973-76

Year of Projection	12		13		14		15		16		17		18		19		Total	
	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A
1973	- 2.44	- 7.19	- 1.55	+ 1.19	- 0.53	- 2.47	+ 3.18	+ 2.78	+ 1.52	+ 1.76	+ 0.78	+ 1.85	+ 3.71	+ 2.38	+13.83	+15.48	+ 1.69	+ 1.49
1974	+14.93	+ 9.48	+ 0.32	+ 3.15	- 1.13	- 3.06	+ 4.58	+ 2.08	+ 6.27	+ 6.12	+ 3.95	+ 5.30	+ 7.15	+ 6.98	+21.17	+22.39	+ 4.06	+ 3.41
1975	+16.67	+11.30	+ 0.41	+ 3.26	- 0.12	- 2.03	+ 4.59	+ 2.13	+ 5.98	+ 3.68	+ 4.77	+ 5.79	+ 6.30	+ 6.39	+19.82	+20.53	+ 4.28	+ 3.13
1976	+46.59	+39.87	+ 3.83	+ 6.76	+ 0.14	- 1.78	+ 6.56	+ 4.00	+ 5.30	+ 3.68	+ 4.25	+ 3.14	+ 7.80	+ 7.57	+22.80	+23.16	+ 5.01	+ 3.46
1974	+18.40	+13.38	+ 1.86	+ 2.62	+ 0.72	- 0.93	+ 0.09	+ 0.52	- 0.25	+ 0.75	+ 0.14	+ 1.30	+ 0.06	+ 1.31	-12.28	- 5.14	+ 0.01	+ 0.48
1975	+20.20	+15.25	+ 1.95	+ 2.70	+ 3.11	+ 0.18	- 0.22	+ 0.11	- 1.77	- 0.34	- 3.63	- 1.69	- 3.43	- 1.55	-14.32	- 7.06	- 0.91	- 0.44
1976	+50.99	+44.89	+ 5.42	+ 6.25	+ 3.34	+ 0.50	+ 3.02	+ 2.12	- 2.71	- 1.39	- 5.30	- 2.96	- 6.68	- 4.10	-12.58	- 5.83	- 0.65	- 0.32
1975	- 6.64		- 0.11		+ 1.51		- 0.09		- 1.86		- 4.50		- 5.26		- 9.22		- 1.58	
1976	+17.29		+ 3.29		+ 1.74		+ 2.28		- 2.59		- 6.48		- 8.96		- 7.64		- 1.58	
1976	+26.70		+ 3.90		+ 0.69		+ 0.76		- 0.91		- 1.01		+ 0.62		+ 5.72		+ 0.37	

Estimate 2A is the sum of all counties and districts.

Appendix Table 15 DIFFERENCE BETWEEN ACTUAL AND MINISTRY PROJECTED SECONDARY SCHOOL ENROLMENTS BY GRADE AS A PERCENTAGE OF ACTUAL ENROLMENTS IN ONTARIO 1971-76

Year of Projection	Grade 9		Grade 10		Grade 11		Grade 12		Grade 13		Others		Total	
	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1971													+1.63	
1972													+3.91	
1973													+6.82	
1974													+9.52	
1975													+9.41	
1976													+9.63	
1972	- 0.99		+1.45		- 1.45		+5.32		+ 5.70				+1.18	
1973	- 1.04		+3.49		+0.16		+7.67		+11.80				+2.92	
1974	+2.89		+3.91		+1.83		+6.16		+11.26				+4.21	
1975	+2.03		+4.01		+0.22		+4.00		+ 7.56				+2.97	
1976	+2.04		+3.56		- 0.59		+2.62		+ 7.37				+2.42	
1973	- 0.21		+3.12		+1.52		+2.33		+ 4.85				+1.85	
1974	+3.71		+3.34		+3.93		+0.57		+ 5.08				+3.23	
1975	+2.88		+3.33		+1.96		- 0.48		+ 1.39				+2.06	
1976	+2.72		+2.92		+1.04		- 2.02		+ 2.15				+1.49	
1974	+2.24		- 0.62		+0.15		- 4.69		- 3.22				- 0.61	
1975	+1.75		- 2.42		- 2.46		- 8.73		- 9.71				- 3.08	
1976	+1.13		- 2.48		- 5.15		- 11.17		- 11.95				- 4.55	
1975	- 2.95		- 3.30		- 1.05		- 2.22		- 4.32				- 2.62	
1976	- 2.86		- 4.69		- 3.84		- 4.11		- 6.84				- 4.10	
1976	- 2.17		+0.43		- 0.96		+0.32		+ 1.83				- 0.46	

derived by reference to live births nine years earlier. From 1970 on the Ministry included the enrolment of vocational courses in the appropriate grade figures, instead of separately. Therefore there is no point in comparing the error of our predicted grade figures – we were predicting a different grade "condition" – only the row totals for 1970-76 are given. By 1976 the 1966 calculation had accumulated an overprojection error of only 1.09%. It started out well with an underestimation of less than 1% but this rose rapidly to a peak of -4.65% by 1970. Thereafter, however, the error reduced even more quickly (to -0.68% by 1973) and its direction changed – from under to overestimation.

The 1968 projection was not anything like as good. It started badly and deteriorated drastically, from a one year forward error of +1.37% to an 8 year forward one of +15.96%. This is the projection which was published in Series No. 5 It excluded the grade 9 and 10 elementary/continuation enrolment and the reason why only the row figures are reviewed from 1970 on is the same one as that referred to above. In the 1968 projections we used the regression technique. That year's experience taught us that a mathematically more sophisticated projection technique (and hence more attractive to a set of academics) does not necessarily produce a better prediction. In fact, the simpler the technique the better, if one can only hit upon a good referent indicator. However academics like elegant solutions as well as workable ones, so we have continued to experiment with a variety of mathematical forecasting calculations. Currently we use six to check estimate 1 (which is really based on our judgement of the grade transition trends and the relationship of births several years earlier to entering school cohorts in the forecast year).

Starting in 1971 secondary enrolment projections were calculated for 37 counties, 5 urban boards and 11 districts so the table shows estimate 1 and estimate 1A, the "A" being the sum of the board projections. The calculations of 1971 were more successful than those of 1968. From that year onward the category "others" was not included as a separate category (in other words we had accommodated to the Ministry's change in its statistical system), so all the grade projections are analyzed for error as well as the row totals. The 1971 calculations started with a one year forward error of +1.50% and by 1976 the error had risen to +4.48%. The secondary school turn around from absolute increase to absolute decrease was predicted (in 1971) to start in 1978. We still expect it to start that year. The 1972 calculation started as a good one (+0.91%) but in one year rose too high (+1.82%); however, it dropped rapidly thereafter and for the next two years has been quite acceptable.

The 1973 projection had a very good one year forward accuracy (most important for credibility with the users), -0.59%, but its error mounts rapidly (a decided weakness in our opinion), to -4.08% by 1976 so we would judge it

as a failure. However, it should be noted that the 1966 calculations also had accumulated a fairly high error, -4.65, early on (in four years) but that was the error peak and by the 10 year mark (1976) the error was not much higher than the one year forward level, although of a reversed sign (e.g., +1.09% *vs.* -0.92%). The 1976 secondary school enrolment (OISE) projection errors were as follows:

+0.34% (as calculated the year before in 1975)
-2.39% (calculated in 1974)
-4.08% (calculated in 1973)
-0.55% (calculated in 1972)
+4.48% (calculated in 1971)
+15.96% (calculated in 1968)
+1.09% (calculated in 1966)

The 1975 secondary school enrolment (OISE) projection errors were as follows:

-1.68 (calculated in 1974)
-2.95 (calculated in 1973)
+0.25 (calculated in 1972)
+4.81 (calculated in 1971)
+14.71 (calculated in 1968)
+1.32 (calculated in 1966)

In summary: Apart from the 1968 calculation (which we quite quickly abandoned as a complete failure, and which has been out of print for some years and now is only of historical interest) our all-Ontario projections generally show a "good" or "satisfactory" error level one year forward and a fairly good error performance 10 years ahead. Some of them also show reasonable medium range accuracy (2 or 3 years forward) but quite commonly their error accumulates to about the 4-5% mark after three or four years. Then it begins to reduce. We only have one example running the whole 10 years (1966's) and we shall not know until 1981 whether the 1971 calculations, which seem to be developing a similar pattern will eventually show a 10 year error below the initial 1.50% level. The 1972 calculations are preserving an exceptional accuracy, but those of 1973 have already mounted above the 4% mark. We shall not know until 1982 and 1983 whether the low errors of the former are maintained and whether the latter begins to reduce in, say 1977 or 1978, and eventually reaches a level of about 0.5%.

In any case, what we found with the review of the elementary enrolment projections seems to be the case with the secondary. We are able to achieve a long term (10 year) accuracy more readily than a medium range one. We try, and generally do, achieve one year accuracy so that our estimates are useful for our board clients.

Secondary Enrolment – The Ministry Estimates

We have Ministry published projections dating from July 7, 1971. Since the first one included the "vocational" category abandoned in 1970 only the row totals have been analyzed (see Table 15). Thereafter, since the projection eliminated the vocational category, the grade errors have also been analyzed. Their projection of 1971 enrolment was an overestimate of +1.63% which was initially fairly satisfactory, but the projection was not really a successful one; its error mounted rapidly, to +9.63% by 1976. It should be classed with the OISE 1968 calculations, but perhaps it will not prove to be a "goof" of the same dimension. In any case, the 1971 and 1972 calculations are good and it is interesting to note that they are showing the same type of development as the OISE estimates, i.e. the error mounts for two or three years and then recedes. The 1974 projection started very well indeed, with a one year forward error of only -0.61% but it seems to be rapidly developing a high intermediate range error (-4.55% by 1976). The 1976 calculation was excellent; its one year forward error was only -0.46%. The 1976 secondary school enrolment (Ministry) projection errors were as follows (the OISE comparable figures have been put on the right, for reference):

-0.46% (calculated in 1975)	+0.34%
-4.10% (calculated in 1974)	-2.39%
-4.55% (calculated in 1973)	-4.08%
+1.49% (calculated in 1972)	-0.55%
+2.42% (calculated in 1971)	+4.48%
+9.63% (calculated in 1970)	
	+15.96 (1968)
	+ 1.09 (1966)

The 1975 secondary school enrolment (Ministry) projection errors were as follows:

-2.62% (calculated in 1974)	-1.68%
-3.08 (calculated in 1973)	-2.95
+2.06 (calculated in 1972)	+0.25
+2.97 (calculated in 1971)	+4.81
+9.41 (calculated in 1970)	
	+14.71 (1968)
	+ 1.32 (1966)

In summary: The education authorities in Ontario for at least a decade have had available for their use two sets of recurring projections of provincial secondary school enrolment which have had good short term accuracy (one year forward) and reasonably good long term accuracy (5-10 years forward). Even for the intermediate range, except in one set of poor calculations put out by OISE and one by the Ministry, the greatest error was generally well below 5%.

Board Level Secondary School Projections

As far as we know, the OISE personnel are the only group preparing annual secondary school enrolment projections for all the Ontario county and urban boards of education and, occasionally, for the small school boards in the North. They have done this since 1971, on the Ministry contract described above, and since 1972 an "All-Ontario Report" has been submitted at the end of the contract work, showing their error "score".

Table 16 shows the range of errors from the 1973 projection (calculated in Summer 1973) to that of 1976.

In the 1973 calculations we achieved a good one year forward projection for 16 of the 53 boards and a satisfactory one for another 8 – if we use the same error criteria for the secondary school as for the elementary. If we relax the criteria to accepting as satisfactory an error up to 2.5% the total would be 41 out of 53. In the following years the number of good projections was 25 out of 58, 14 out of 53 and 25 out of 48. The changing total number is due to two developments – (1) estimate 2 is derived from an estimate of the number of 6 year olds and we do not have these figures for the five urban boards, and (2) we could not prepare projections for the new regional Durham/Northumberland board, or the remnants of the former boards from which it was created, because the region was put together in such a fashion as to completely ignore the former jurisdictions (i.e., it split them) and thus it upset the historical time series of statistics with which we work. If we accept the lower criterion of satisfactory being 2.5% error or less, then we prepared 44 out of 58, 34 out of 53, and 41 out of 48 satisfactory short term (one year forward) projections of local boards' secondary school population. Table 17 shows our most recent (1976) error in the board secondary school enrolment projections. This, of course, is the one year forward error.

Teacher Supply/Demand Projections

Projections of teacher supply/demand are of a different order from school enrolment projections. They, in effect, start from the opposite question. They are not an answer to the question "How many students do you think there will likely be next year (or 10 years) hence?" They start with the question, "Given the number of school children, the likely losses to the current teacher force through normal attrition, and the likely number of re-entering experienced and qualified teachers wishing to be employed, how many new teacher graduates ought we to produce?" From the number of graduates, looking at the usual success/dropout/grade transition rates, we can then derive the enrolment (by year) which should produce that number of graduates – provided the institutions do not change their standards, their promotion policies or their program requirements. If they were more selective they might "fail"

Appendix Table 16

TOTAL NUMBER OF COUNTY PROJECTIONS ACCORDING TO THE RANGE OF ABSOLUTE ERROR OF ESTIMATE I OF TOTAL SECONDARY SCHOOL ENROLMENT, 1973-1977

Absolute Error (Number of Pupils)	PERCENTAGE ERROR														
	1.0% and under					1.1% - 1.5%					1.6% - 2.5%				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 and under	16	20	14	23		6	1	4	3		3	5	3	3	
101 - 200	0	2	0	1		0	3	2	3		8	5	0	2	
201 - 300	0	1	0	1		2	1	2	1		1	1	1	1	
301 - 400	0	0	0	0		0	0	3	1		4	0	0	1	
401 - 500	0	0	0	0		0	0	0	0		0	1	1	1	
501 - 600	0	0	0	0		0	1	1	0		1	0	1	0	
601 - 700	0	0	0	0		0	0	0	0		1	1	1	0	
701 and over	0	2	0	0		0	0	0	0		0	0	1	0	
Total Number of Counties	16	25	14	25		8	6	12	8		18	13	8	8	

Absolute Error (Number of Pupils)	PERCENTAGE ERROR														
	2.6% - 4.0%					4.1% and over					Total Number of Counties				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 and under	2	3	2	2		2	3	1	0		29	32	24	31	
101 - 200	1	0	6	1		1	2	0	0		10	12	8	7	
201 - 300	0	3	3	3		0	1	1	0		3	7	7	6	
301 - 400	1	0	0	1		1	0	2	0		6	0	5	2	
401 - 500	1	1	1	0		0	0	0	0		1	2	2	2	
501 - 600	0	0	0	0		0	0	1	0		1	1	3	0	
601 - 700	0	0	0	0		0	0	0	0		1	1	1	0	
701 and over	1	1	2	0		1	0	0	0		2	3	3	0	
Total Number of Counties	6	8	14	7		5	6	5	0		53	58	53	48	

Appendix Table 17 COMPARISON BETWEEN 1976 ACTUAL AND PROJECTED (ESTIMATE 1) TOTAL SECONDARY SCHOOL ENROLMENT BY GRADE, AND BY COUNTY, DISTRICT OR CITY IN ONTARIO

County or District	Actual No.	Projected No.	Difference No.	Error %
Algoma	10,117	9,869	- 248	- 2.5
Brant	6,744	6,864	+120	+1.8
Bruce	3,632	3,643	+ 11	+0.3
Carleton	15,134	14,915	- 219	- 1.4
Cochrane	8,813	8,571	- 242	- 2.7
Dufferin	2,351	2,325	- 26	- 1.1
Elgin	4,855	4,721	- 134	- 2.8
Essex	8,687	8,841	+154	+1.8
Frontenac	8,135	8,066	- 69	- 0.8
Grey	5,552	5,762	+210	+3.8
Haldimand	2,975	3,002	+ 27	+0.9
Haliburton	676	702	+ 26	+3.8
Halton	20,935	20,491	- 444	- 2.1
Hastings	9,198	9,067	- 131	- 1.4
Huron	4,689	4,735	+ 46	+1.0
Kenora	4,030	4,003	- 27	- 0.7
Kent	8,370	8,491	+121	+1.4
Lambton	8,897	8,951	+ 54	+0.6
Lanark	3,619	3,649	+ 30	+0.8
Leeds & Grenville	6,232	6,180	- 52	- 0.8
Lennox & Addington	2,725	2,784	+ 59	+2.2
Niagara Region	26,988	27,009	+ 21	+0.1
Manitoulin	931	960	+ 29	+3.1
Middlesex	4,373	4,425	+ 52	+1.2
Muskoka	2,835	2,816	- 19	- 0.7
Nipissing	7,467	7,467	*	*
Norfolk	4,004	4,015	+ 11	+0.3
Oxford	6,298	6,287	- 11	- 0.2
Parry Sound	2,718	2,750	+ 32	+1.2
Peel	28,784	28,940	+156	+0.5
Perth	5,540	5,629	+ 89	+1.6
Prescott & Russell	4,251	4,161	- 90	- 2.1
Prince Edward	1,497	1,488	- 9	- 0.6
Rainy River	2,264	2,282	+ 18	+0.8
Renfrew	7,855	7,745	- 110	- 1.4
Stor. Dun. & Glen.	9,232	9,253	+ 21	+0.2
Sudbury	16,554	16,569	+ 15	+0.1
Thunder Bay	11,752	11,290	- 462	- 3.9
Timiskaming	4,285	4,302	+ 17	+0.4
Waterloo	17,850	18,164	+314	+1.8
Wellington	8,695	8,956	+261	+3.0
Wentworth	7,471	7,429	- 42	- 0.6
York	16,446	16,376	- 70	- 0.4
Hamilton	18,710	18,715	+ 5	*
London	18,554	18,626	+ 72	+0.4
Ottawa	25,211	25,550	+339	+1.3
Metro Toronto	140,355	140,112	- 243	- 0.2
Windsor	12,910	12,844	- 66	- 0.5

*No error or less than one tenth of one percent

more candidates, so a given enrolment would yield fewer graduates. If they add required courses, they might well have the effect of lengthening the whole processing time. If the flow of qualified candidates from secondary schools (for entry to the concurrent four year B.A./B.Ed. programs) or from the undergraduate faculties (for entry to the "end on" one year training after the first degree level) is inadequate the *de facto* enrolment each year will fall short of the target enrolment. Then the planner would have either to change the estimated flow (induce a larger share of the pool to apply for this training rather than some other) or change the assumptions about the share of each year's teacher demand which will be satisfied by new graduates from the domestic teacher training institutions. In the latter case the projected target of graduates is reduced and, therefore, the projected enrollment must be reduced as well (to levels more likely to approach the actual level). In the former case some incentive is provided (scholarships, reduced or free tuition, pay rises for the teacher force differentially more favourable than those awarded rival occupations) sufficient to affect the university students' program choice.

What we now have is the reverse condition – decline in the expected numbers of elementary and secondary school pupils will reduce the need for teachers and fears of redundancy will reduce attrition rates. Therefore the total annual demand will be less. Precisely how high it will be each year depends upon what the overall pupil:teacher ratio will be, what attrition rates are assumed and what share of the new hirings is allocated to new graduates *vs.* re-entering teachers. If the condition of teacher surplus continues for some time, as we expect, new factors are likely to emerge such as preferential transfer arrangements, whereby current employees are fitted with any teacher job openings which emerge – first, perhaps, within the system by sector, then within the system but across the elementary/secondary panels, then by panel across local system authority lines perhaps on a regional basis and then, perhaps, across the public and separate system lines. The reasonable limits of "assumptions", in these new conditions, are not known. The estimated attrition rates, share of new graduates *vs.* re-entrants, the annual PTR etc. can be decided by a trend analysis of the recent past or it can be fixed as a policy decision (one's best guess of the likely negotiated outcome, or one's best guess of the likely equitable solution of competing interests). Whatever the planner's decision, the projection's accuracy (when checked against the actual number of teachers employed and their "source") rests on judgement about a number of "contests". The planner is most unlikely to be accurate in judging them all, but there will, likely, be compensating errors. The teacher demand projections reviewed here are unpublished figures produced for the Ministry contract referred to above. They use the historical trend to fix the PTR, either a trend or a fixed rate to determine each component of annual withdrawals (which combined make up the annual attrition)

and a trend to fix the success of the re-entrants *vs.* the hiring of new graduates. In other words the new graduate can either be treated as the residual; he/she then gets that share of the new hirings which is left over when all others have been satisfied (based on the share which in recent years the others actually obtained), or the new graduate can be assigned a given percentage of all hirings and all the "rest" are treated as the residual. The "trend" figures will be too high if the existing teacher force bargains hard to avoid layoff of its members and by a series of "forced transfers" tries to fit all current staff (provincially) before any "new" hirings can take place. They will also be too high if, in the new hirings, the re-entrants achieve a greater share than has hitherto been the case, or if the unemployed graduates of recent years, who have not yet entered the teacher force, win the jobs over the current year's graduate candidate. The overall teacher demand would be too high if the enrolment projection error is positive (overestimate) if the assumed number of pupils per teacher is lower than that which actually occurs, or the assumed attrition rates are higher than those which actually occur.

The "trend" figures will be too low if various policy decisions are made which did not operate during the trend years – if, for example, a quota of each year's new hirings were to be assigned to new graduates and boards were required to hire a given number of new graduates before any transfers were attempted between the elementary/secondary sectors, local jurisdictions or systems. At present there is little transferring between the elementary and secondary panels. Boards are not generally required to recognize the seniority a teacher may have had with another board. They are not generally required to choose currently employed, redundant teachers from other boards before interviewing re-entrants or new graduates. And at present the Separate School System generally requires its teachers to be practising Roman Catholics. The estimated new graduate supply figures would be too low if a policy were adopted "fixing" the enrolment of each teacher education institution according to some formula based on its past enrolment or based on its "capacity" (space and personnel), or on the job placement of its graduates. In effect, such limitations, if they were set much higher than the expected hirings of new graduates, would represent an agreement that pre-professional training is not the only (or even the main) role of faculties of education; that they are providing "general" higher education and may accept as many applicants as they can accommodate. This claim has recently been voiced by some Deans of Education. If this were policy, our past estimates of teacher supply (and hence our student teacher enrolment projections) would quickly develop a high underprojection error, because they did not assume such a policy.

We reproduce here some of the tables of last year's teacher supply/demand report to the Ministry of Education. Appendix Table 18 shows the historical

Appendix Table 18 PUPILS AND TEACHERS IN ONTARIO ELEMENTARY SCHOOLS

Year		Pupils	Teachers	Pupil/Teacher Ratio
1958		1,027,598	33,074	31.1
1959		1,081,649	35,241	30.7
1960	A	1,126,388	36,533	30.8
1961		1,163,053	38,079	30.5
1962	C	1,197,029	39,249	30.5
1963		1,233,164	40,875	30.2
1964	T	1,278,473	42,750	29.9
1965		1,320,043	44,967	29.4
1966	U	1,364,871	47,647	28.6
1967		1,405,052	51,018	27.5
1968	A	1,430,590	54,587	26.2
1969		1,456,117	57,587	25.3
1970	L	1,465,488	59,307	24.7
1971		1,456,840	58,329	25.0
1972		1,445,101	57,991	24.9
1973		1,422,885	56,630	25.1
1974		1,404,839	56,678	24.8
1975		1,389,478	58,167	23.9
1976	P	1,361,930	57,709	23.6
1977	R	1,335,570	56,592	23.6
1978		1,303,695	55,241	23.6
1979	O	1,284,015	54,408	23.6
1980	J	1,272,635	53,925	23.6

and projected (OISE estimate 1) elementary school enrolment, teachers and pupil:teacher ratio (i.e., actual relationship of teachers to pupils and an assumed ratio, for 1976-80, of 23.6). For 1976 we overestimated the enrolment; it was 1,360,085 instead of 1,361,910. But we also overestimated the ratio. The year before it had been 23.9. We thought it would drop to 23.6; it fell even more, to 23.5. We thought the "gross demand" for teachers would be 57,709 (1,361,930 ÷ 23.6); actually 57,807 were employed; our underestimate was an error of 98 in absolute figures, -0.17%.

Appendix Table 19 shows the historical and projected teacher withdrawals, classified by the Ministry of Education. The proportion of each year's attrition stream contributed by each type of withdrawal (retirement, death, to teach in various other types of school, to study, to resume household duties, etc.) is shown together with the assumptions about their proportions, and their estimated numbers for 1975/76* to 1979/80. Our estimated total withdrawals (i.e., teachers to be replaced) for 1975/76 was 7096. There were actually only 6697. (The elementary teacher force started to "freeze" in 1972. Its attrition rates have dropped quickly.) We had assumed a replacement of 12.20% of the previous year's stock of teachers (see Appendix Table 20). This followed in line the rates of 1973, 13.05; 1974, 13.02; and 1975, 12.60. With the lower *de facto* withdrawal rate of 11.51%, there were 399 fewer replacement hirings than we had provided for.

So the lower PTR (than we had anticipated) combined with the lower enrolment (than we had estimated) led to a contraction of teacher stocks of only 360 jobs, rather than our estimated contraction of 458 jobs. However, the lower attrition led to fewer replacement hirings than we expected so our projected total net teacher demand figure of 6638 was still too high; only 6637 were "needed".

The new teachers hired each year come from a number of sources. Since the Ministry's chief concern over recent years has been the estimated number of new teacher graduates to enter the profession, the report breaks the net demand figures into several "sub demands". Appendix Table 21 gives the historical and projected teacher acquisitions according to the Ministry of Education's "source" categories. It shows the percentage of each year's new hirings coming from each source. We assumed that 21.00% of the hiring competition would be won by re-entering teachers, 45.2% by graduates (not necessarily graduates of that year; since for a number of years there has been a surplus of graduates, there is now a queue with graduates of a number of "vintages" applying for teaching jobs).

The hiring of re-entering teachers is remaining at a surprisingly high level. We thought that the boards, since there has been a budget squeeze, would

*The total number of withdrawals is not known till the end of the school year, so it must be reported a year late. That is, the report being quoted was discussing the error of the projected September 1976 enrolment figures and the projected 1975/76 withdrawals.

TABLE 19A ACTUAL FULL-TIME SCHOOL TEACHERS ACQUISITIONS

Acquisitions	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A. 1. From Private Elementary and Secondary Schools	58	0.6	81	0.7	75	0.7	94	0.9	65	1.0	43	0.6	64	1.0	90	1.2	108	1.2	64	1.0
2. From Schools of the Trainable Retarded	-	-	-	-	-	-	-	-	-	-	-	-	16	0.3	26	0.4	38	0.4	23	0.4
3. Former Secondary Teachers certified to Teach Elementary Grades	154	1.5	155	1.4	179	1.6	187	1.9	163	2.4	221	3.1	-	-	-	-	-	-	-	-
4. From Schools outside Ontario	-	-	-	-	-	-	-	-	-	-	-	-	239	3.9	349	4.7	446	5.2	256	4.0
5. Former part-time teachers non teaching full-time	-	-	-	-	-	-	-	-	-	-	-	-	631	10.2	849	11.4	919	10.7	719	11.4
6. Teachers on exchange from other jurisdictions	-	-	-	-	-	-	69	0.7	54	0.8	43	0.6	52	0.8	55	0.7	58	0.7	69	1.1
7. Holding letter of standing	1,025	9.8	1,010	9.2	774	6.9	511	5.1	189	2.8	193	2.7	114	1.8	201	2.7	237	2.8	120	1.9
8. With letters of permission	660	6.3	439	4.0	168	1.5	120	1.2	31	0.4	-	-	-	-	46	0.6	149	1.7	43	0.7
9. Other	1,030	9.9	1,196	10.8	1,111	9.8	1,252	12.6	841	12.5	1,097	15.5	1,257	20.3	1,369	18.5	1,403	16.3	899	14.2
B. Graduates from Ontario teacher education program	5,195	49.9	5,544	50.2	6,673	59.1	5,388	54.2	3,616	52.9	3,306	46.7	2,622	42.2	2,696	36.4	3,197	37.0	2,753	43.4
C. Qualified teachers re-entering profession	2,292	22.0	2,620	23.7	2,317	20.5	2,325	23.4	1,876	27.4	2,176	30.7	1,213	19.5	1,742	23.5	2,075	24.0	1,391	22.0
		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0
Total Acquisitions	10,414		11,045		11,297		9,946		6,835		7,079		6,208		7,423		8,630		6,337	

529

TABLE 19B PROJECTED FULL-TIME ELEMENTARY SCHOOL TEACHERS ACQUISITIONS

	Acquisitions	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A.	1. From Private Elementary and Secondary Schools	58	1.0	46	1.0	46	1.0	46	1.0	44	1.0	42	1.0	39	1.0	36	1.0	34	1.0	33	1.0
	2. From Schools of the trainable Retarded	23	0.4	18	0.4	18	0.4	18	0.4	17	0.4	17	0.4	15	0.4	14	0.4	13	0.4	13	0.4
	3. Former Secondary Teachers certified to teach Elementary Grades	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	4. From schools outside Ontario	204	3.5	138	3.0	115	2.5	115	2.5	111	2.5	107	2.5	99	2.5	90	2.5	86	2.5	84	2.5
	5. Former part-time teachers non teaching full-time	641	11.0	506	11.0	509	11.0	506	11.0	492	11.0	472	11.0	436	11.0	399	11.0	380	11.0	369	11.0
	6. Teachers on exchange from other jurisdictions	40	0.7	32	0.7	32	0.7	32	0.7	31	0.7	30	0.7	27	0.7	25	0.7	24	0.7	23	0.7
	7. Holding letters of standing	87	1.5	46	1.0	32	0.7	32	0.7	67	1.5	64	1.5	59	1.5	54	1.5	51	1.5	50	1.5
	8. With letters of permission	29	0.5	13	0.3	9	0.2	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	9. Other	961	16.4	814	17.6	860	18.5	863	18.7	805	17.9	772	17.9	715	17.9	654	17.9	625	18.0	606	18.0
B.	Graduates from Ontario Teacher education program	2,625	45.0	2,071	45.0	2,083	45.0	2,071	45.0	2,014	45.0	1,931	45.0	1,786	45.0	1,634	45.0	1,557	45.0	1,513	45.0
C.	Qualified teachers re-entering profession	1,166	20.0	920	20.0	926	20.0	920	20.0	895	20.0	858	20.0	794	20.0	726	20.0	692	20.0	672	20.0
			100.0		100.0		100.0		100.0		100.0.		100.0		100.0		100.0		100.0		100.0
	Total Acquisitions	5,834		4,604		4,630		4,603		4,476		4,293		3,970		3,632		3,462		3,363	

Appendix Table 20 ESTIMATED DEMAND FOR ELEMENTARY SCHOOL TEACHERS IN ONTARIO, BASED ON ESTIMATE 1

Year	Stock of teachers[1]	Expansion demand or contraction reduction	Replacement demand		Total demand	Re-entries to profession		Demand from other sources[4]
	No.	No.	No.	%	No.	No.	%	No.
1962	39,249	+1,170	5,118	13.44[2]	6,288	1,314	20.90[3]	4,974
1963	40,875	+1,626	5,081	12.94	6,707	1,895	28.25	4,812
1964	42,750	+1,875	5,349	13.08	7,224	2,033	28.14	5,191
1965	44,967	+2,217	5,703	13.34	7,920	1,989	25.11	5,931
1966	47,647	+2,680	6,642	14.77	9,322	2,162	23.19	7,160
1967	51,018	+3,371	7,043	14.78	10,414	2,292	22.00	8,122
1968	54,587	+3,569	7,476	14.65	11,045	2,620	23.72	8,425
1969	57,587	+3,000	8,297	15.19	11,297	2,317	20.51	8,980
1970	59,307	+1,720	8,226	14.28	9,946	2,325	23.38	7,621
1971	58,329	- 978	7,813	13.17	6,835	1,876	27.45	4,959
1972	57,991	- 338	7,417	12.72	7,079	2,176	30.74	4,903
1973	56,630	-1,361	7,569	13.05	6,208	1,213	19.54	4,995
1974	56,678	+ 48	7,375	13.02	7,423	1,742	23.47	5,681
1975	58,167	+1,489	7,141	12.60	8,630	2,075	24.04	6,555
1976	57,709	- 458	7,096	12.20	6,638	1,395	21.00	5,243
1977	56,592	-1,117	6,810	11.80	5,693	1,196	21.00	4,497
1978	55,241	-1,351	6,451	11.40	5,100	1,070	21.00	4,030
1979	54,408	- 833	6,077	11.00	5,244	1,102	21.00	4,142
1980	53,925	- 483	5,713	10.50	5,230	1,098	21.00	4,132

[1]Estimate 1, P/T Ratio 23.6
[2]Percentage of previous year's stock
[3]Percentage of total demand
[4]Total demand minus re-entries

TABLE 21A ACTUAL FULL-TIME ELEMENTARY SCHOOL TEACHERS WITHDRAWALS, 1966-1976

	Withdrawals	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1.	To teach in Elem., Second. private, or teacher's College in Ontario	1,704	24.2	938	12.5	853	10.3	615	7.5	607	7.8	406	5.5	256	3.4	266	3.6	254	3.6	237	4.4
2.	To teach in Schools Outside Ontario			584	7.8	593	7.1	512	6.2	410	5.3	233	3.1	212	2.8	313	4.3	300	4.2	267	4.0
3.	To teach on a part-time basis in a publicly supported school			234	3.1	290	3.5	294	3.6	506	6.5	548	7.4	520	6.9	553	7.5	640	9.0	604	9.0
4.	To teach in a CAAT													6	0.1	8	0.1	13	0.2	3	0.04
4.a	To teach trainable retarded													17	0.2	36	0.5	23	0.3	22	0.3
5.	To enroll in Teachers' colleges, University & other educational Inst.	605	8.6	756	10.1	869	10.5	819	10.0	619	7.9	461	6.2	509	6.7	464	6.3	491	6.9	380	5.7
6.	To teach in another prov. or country on a formal exchange plan							63	0.8	70	0.9	51	0.7	58	0.8	53	0.7	67	0.9	76	1.1
7.	To supervise or administer position in education			333	4.5	453	5.5	415	5.0	228	2.9	350	4.7	326	4.3	422	5.7	500	7.0	379	5.7
8.	To a field outside education	389	5.5	403	5.4	409	4.9	427	5.2	505	6.5	520	7.0	582	7.7	599	8.1	508	7.1	531	7.9
9.	Assumption of household duties	2,556	36.3	2,632	35.2	2,975	35.9	3,157	38.4	2,704	34.6	2,561	34.5	2,833	37.4	2,664	36.2	2,555	35.8	2,485	37.1
10.	Marriage	266	3.8	237	3.2	268	3.2	279	3.4	300	3.8	258	3.5	207	2.7	157	2.1	90	1.3		
11.	Retirement	745	10.6	824	11.0	988	11.9	956	11.6	1,002	12.8	1,218	16.4	1,101	14.5	870	11.9	707	9.9	846	12.6
12.	Illiness	140	2.0	167	2.2	140	1.7	156	1.9	132	1.7	125	1.7	127	1.7	133	1.8	140	2.0	126	1.9
13.	Death	61	0.9	81	1.1	61	0.7	52	0.6	40	0.5	47	0.6	54	0.7	44	0.6	46	0.6	47	0.7
14.	Other	577	8.2	287	3.8	398	4.8	472	5.7	690	8.8	639	8.6	762	10.1	793	10.7	801	11.2	625	9.3
	Total Withdrawals	7,043	100.0	7,470	100.0	8,297	100.0	8,226	100.0	7,853	100.0	7,417	100.0	7,583	100.0	7,375	100.0	7,141	100.0	6,697	100.0

TABLE 21B PROJECTED FULL-TIME ELEMENTARY SCHOOL TEACHERS WITHDRAWALS, 1976-1986

	Withdrawals	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
		No.	%	No.	%	No.		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1.	To teach in Elem., Second. private, or teacher's College in Ontario	254	4.0	240	4.0	223	4.0	208	4.0	195	4.0	183	4.0	171	4.0	160	4.0	148	4.0	137	4.0
2.	To teach in Schools outside Ontario	254	4.0	240	4.0	223	4.0	208	4.0	195	4.0	183	4.0	171	4.0	160	4.0	148	4.0	137	4.0
3.	To teach on a part-time basis in a publicly supported school	572	9.0	541	9.0	503	9.0	469	9.0	440	9.0	412	9.0	386	9.0	359	9.0	333	9.0	308	9.0
4.	To teach in a CAAT	3	0.1	6	0.1	5	0.1	5	0.1	5	0.1	4	0.1	4	0.1	4	0.1	4	0.1	3	0.1
4.a.	To teach trainable retarded	19	0.3	18	0.3	17	0.3	15	0.3	14	0.3	14	0.3	13	0.3	12	0.3	11	0.3	10	0.3
5.	To enroll in teacher's Colleges, Universities and other educational Institutes	382	6.0	361	6.0	335	6.0	313	6.0	293	6.0	275	6.0	257	6.0	240	6.0	222	6.0	205	6.0
6.	To teach in another province or country on a formal exchange plan	51	0.8	48	0.8	45	0.8	42	0.8	39	0.8	36	0.8	34	0.8	34	0.8	29	0.8	27	0.8
7.	To supervisor or administer position in education	318	5.0	270	4.5	223	4.0	208	4.0	195	4.0	183	4.0	171	4.0	160	4.0	148	4.0	137	4.0
8.	To a field outside education	445	7.0	391	6.5	363	6.5	339	6.5	317	6.5	298	6.5	279	6.5	260	6.5	241	6.5	222	6.5
9.	Risumption of household duties																				
10.	Marriage	2,321	36.5	2,165	36.0	1,983	35.5	1,826	35.0	1,710	35.0	1,603	35.0	1,501	35.0	1,398	35.0	1,296	35.0	1,198	35.0
11.	Retirement	763	12.0	722	12.0	670	12.0	626	12.0	586	12.0	550	12.0	514	12.0	479	12.0	444	12.0	411	12.0
12.	Illness	114	1.8	108	1.8	100	1.8	94	1.8	88	1.8	82	1.8	77	1.8	72	1.8	66	1.8	61	1.8
13.	Death	38	0.6	36	0.6	33	0.6	31	0.6	29	0.6	27	0.6	26	0.6	24	0.6	22	0.6	20	0.6
14.	Other	825	12.9	869	14.4	864	15.4	833	15.9	781	15.9	731	15.9	684	15.9	634	15.9	592	15.9	548	15.9
			100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0
	Total Withdrawals	6,359		6,015		5,587		5,217		4,887		4,581		4,288		3,996		3,704		3,424	

choose to hire new graduates (at lower salaries) rather than re-entering experienced teachers (at higher salaries). There were 1391 re-entrants hired, which represents 22.0% of the 1975-76 acquisitions (instead of 1395 which we projected, which represents 21.0% of our higher total net demand figure). So on the estimate of the hiring of re-entrants we came within four of the actual figure (because of compensating errors).

There were 2753 new graduates hired, representing 43.4% of the total actual hirings. We had projected 3000, 45.2% of the higher net demand estimate. So not only were the re-entry teachers (in spite of cost) faring better in the job competition than we expected, but also those from some of the other sources of supply (transferring teachers from private schools, teachers on exchange from elsewhere in the world, those holding letters of standing – experienced foreign teachers whose training is not yet recognized as being equivalent to Ontario teacher training), although the entire "other" category hired was only 2193 instead of the 2243 which we projected (an error of +2.3%, 50).

In summary: in estimating teacher supply/demand each side of the equation rests on trends which may sharply change (a) as a result of the sum of a number of individual decisions all similar (e.g., decision of a teacher not to "withdraw" for a year or two; decision of a hiring team – principals and senior administrators – to hire the "best" teacher, probably an experienced re-entrant with a good record, regardless of cost). Nevertheless, it is possible to be reasonably accurate for the short term – last year we were 0.17% too low on the projected numbers of teachers needed altogether (continuing in employment + new hirings), 5.9% too high on the expected number of withdrawals from employment, 4.7% too high on the number of new hirings. We were only four out on the number of re-entering teachers obtaining jobs, but we overestimated by 247 the number of new graduates hired (+8.9% error). The insecurity brought about by the teacher surplus has caused traditional attrition rates to reduce sharply. Since turnover is now the only source of teacher job vacancies, such a reduction of attrition adversely affects the new teacher graduate's chances of obtaining employment.

The secondary school teacher picture for the moment is less grim. Enrolment in that sector has not yet begun to contract. Appendix Table 22 shows the actual and projected number of pupils and teachers and the PTR. The latter had been 17.3 in 1973, 17.2 in 1974 and 17.4 in 1975. We reckoned it would begin to rise. We set it at 17.5 for the years 1976 to 1986. Our enrolment projection was high (by 0.34%; there were 613,055 pupils instead of 615,140 as we anticipated) but the lower PTR (of 17.3 instead of 17.5) compensated somewhat so our estimated gross teacher demand – for continuing + new employees – was only slightly lower than the actual case. We provided for 35,151 teachers; there were actually 35,352; our error was 0.57%.

Appendix Table 22 PUPILS AND TEACHERS IN ONTARIO SECONDARY SCHOOLS

Year		Pupils	Teachers	Pupil/Teacher Ratio
1958		222,075	9,573	23.2
1959		237,576	10,464	22.7
1960		262,775	11,478	22.9
1961	A	299,177	12,850	23.3
1962		331,578	14,923	22.2
1963	C	364,210	17,170	21.2
1964		395,301	19,205	20.6
1965	T	418,738	21,659	19.3
1966		436,026	24,242	18.0
1967	U	463,736	27,164	17.1
1968		500,807	30,203	16.6
1969	A	530,679	32,342	16.4
1970		556,913	33,693	16.5
1971	L	574,520	34,469	16.7
1972		583,013	34,549	16.9
1973		585,725	33,889	17.3
1974		589,650	34,231	17.2
1975		605,160	34,826	17.4
1976	P	615,140	35,151	17.5
1977		620,552	35,460	17.5
1978	R	622,924	35,596	17.5
1979		613,145	35,037	17.5
1980	O	591,254	33,789	17.5
1981		564,478	32,256	17.5
1982	J	538,533	30,773	17.5
1983		521,573	29,804	17.5
1984		519,342	29,677	17.5
1985		521,747	29,814	17.5
1986		522,655	29,866	17.5

Again, the replacement demand was lower than we expected (6.6% of the previous year's stock instead of 7.0). But since there was slightly greater enrolment expansion than we expected (526 extra pupils instead of 325) the number of new hirings exceeded our estimate by 2.4% (2851 teachers instead of 2785, 66 more than projected). We thought the re-entering teachers would get 445 of the jobs, they got 434; we thought the new graduates would get 50% of the jobs, they got 49%. Appendix Tables 22-25 give the details of our 1976 secondary school teacher estimate in last year's report to the Ministry. Appendix Tables 26 and 27 summarize our errors in estimating withdrawals and acquisitions. Once the actual contraction hits the secondary sector we would expect withdrawals to reduce drastically. So the actual replacement demand is likely, in future years, to be much less than the numbers in our earlier estimates unless some strong policy intervention is made.

TABLE 23A ACTUAL FULL-TIME SECONDARY SCHOOL TEACHER ACQUISITIONS

		Acquisitions	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
			No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A.	1.	Four private Elementary and Secondary schools and former Elementary teachers qualified to teach Secondary	198	3.4	302	4.9	214	3.8	138	2.7	116	2.8	125	3.7	23	1.0	25	0.8	59	1.9	25	0.9
	2.	Four School for the trainable retarded	-	-	-	-	-	-	-	-	-	-	-	-	1	-	6	0.2	6	0.2	4	0.1
	3.	Four Schools outside Ontario	-	-	-	-	-	-	-	-	-	-	-	-	81	3.5	111	3.6	118	3.8	99	3.5
	4.	Former part-time teachers not teaching full-time	-	-	-	-	-	-	-	-	-	-	-	-	123	5.4	238	7.6	185	5.9	158	5.5
	5.	Teachers on exchange from other jurisdictions	-	-	-	-	-	-	26	0.5	31	0.7	35	1.0	34	1.5	36	1.1	54	1.7	52	1.8
	6.	Holding letter of standing	335	5.7	330	5.4	585	10.4	428	8.4	232	5.5	126	3.8	40	1.7	77	2.5	89	2.8	60	2.1
	7.	Letter of Permission	1,013	17.3	710	11.6	1,016	18.1	689	13.5	185	4.4	-	-	-	-	164	5.2	167	5.3	102	3.6
	8.	Holding temporary Second school certificates	-	-	2,953	48.1	1,078	19.2	719	14.1	536	12.7	94	2.8	11	0.5	21	0.7	49	1.6	38	1.3
	9.	Others	402	6.8	237	3.9	592	10.5	435	8.5	415	9.8	575	17.2	394	17.1	422	13.5	461	14.6	482	16.9
B.		Graduates from Ontario teacher education program	3,351	57.1	880	14.3	1,377	24.5	1,809	35.4	1,852	44.0	1,744	52.0	1,252	54.4	1,530	49.0	1,425	45.2	1,397	49.0
C.		Qualified teachers re-entering who were not employed as teachers in Ontario last year	571	9.7	728	11.8	757	13.5	862	16.9	847	20.1	654	19.5	341	14.8	493	15.8	537	17.0	434	15.2
		Total Acquisitions	5,870	100.0	6,140	100.0	5,619	100.0	5,105	100.0	4,214	100.0	3,353	100.0	2,300	100.0	3,123	100.0	3,150	100.0	2,851	100.0

TABLE 23B PROJECTED SECONDARY SCHOOL TEACHERS ACQUISITIONS

	Acquisitions	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A. 1.	Four private elementary and Secondary Schools and former elementary teachers qualified to teach secondary	21	1.0	19	1.0	11	1.0	4	1.0	1	1.0	1	1.0	6	1.0	12	1.0	14	1.0	13	1.0
2.	From schools for the retarded	3	0.1	2	0.1	1	0.1	-	0.1	-	0.1	-	0.1	1	0.1	1	0.1	1	0.1	1	0.1
3.	From schools outside Ontario	73	3.5	67	3.5	38	3.5	15	3.5	5	3.5	5	3.5	20	3.5	42	3.5	49	3.5	45	3.5
4.	Former part-time teacher not teaching full-time	125	6.0	114	6.0	64	6.0	26	6.0	8	6.0	9	6.0	35	6.0	72	6.0	85	6.0	77	6.0
5.	Teachers on exchange from other jurisdictions	36	1.7	29	1.5	16	1.5	7	1.5	2	1.5	2	1.5	9	1.5	18	1.5	21	1.5	19	1.5
6.	Holding letter of standing	36	1.7	29	1.5	16	1.5	7	1.5	2	1.5	2	1.5	9	1.5	18	1.5	21	1.5	19	1.5
7.	Letter of Permission	52	2.5	38	2.0	21	2.0	9	2.0	3	2.0	3	2.0	12	2.0	24	2.0	28	2.0	26	2.0
8.	Holding temporary secondary school certificate	21	1.0	19	1.0	11	1.0	4	1.0	1	1.0	1	1.0	6	1.0	12	1.0	14	1.0	13	1.0
9.	Others	425	20.0	390	20.4	245	22.6	103	24.5	31	23.0	34	23.8	132	23.0	270	23.4	333	24.5	297	23.4
B.	Graduates from Ontario teacher's education program	1,046	50.0	952	50.0	537	50.0	219	50.0	68	50.0	72	50.0	289	50.0	598	50.0	707	50.0	638	50.0
C.	Qualified teachers re-entering who were not employed as teachers in Ontario last year	301	14.5	238	12.5	111	10.5	44	10.0	14	10.4	14	10.0	58	10.0	120	10.0	141	10.0	128	10.0
	Total Acquisitions	2,072	100.0	1,904	100.0	1,073	100.0	438	100.0	135	100.0	143	100.0	577	100.0	1,196	100.0	1,414	100.0	1,276	100.0

TABLE 24A ACTUAL FULL-TIME SECONDARY SCHOOL TEACHERS WITHDRAWALS, 1966-76

Withdrawals	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1. To teach in Secondary, Elementary, private or Teachers colleges in Ontario	768	25.9	166	5.4	168	4.8	210	5.6	204	5.9	271	8.1	116	3.9	127	4.6	148	5.8	95	4.1
2. To teach in school outside Ontario			297	9.6	305	8.8	314	8.4	298	8.6	199	6.0	128	4.3	172	6.2	128	5.0	116	5.0
2.a To teach in a school for the trainable retarded													4	0.1	10	0.4	3	0.1	2	0.1
3. To teach on a part-time basis in a publicly supported school			53	1.7	67	1.9	44	1.2	100	2.9	98	3.0	195	6.6	203	7.3	171	6.8	156	6.7
4. To teach in a CAAT			141	4.5	80	2.3	71	1.9	31	0.9	35	1.1	25	0.8	24	0.9	10	0.4	8	0.3
4a. To teach in another province on an exchange plan							54	1.4	47	1.4	34	1.0	36	1.2	29	1.0	45	1.8	53	2.3
5. To enrol in teachers' colleges or universities	471	16.0	482	15.5	588	16.9	616	16.4	471	13.7	304	9.3	219	7.4	227	8.2	196	7.7	189	8.1
6. To a supervisory, administrative, position in education			194	6.2	278	8.0	228	6.1	151	4.4	181	5.5	145	4.6	175	6.3	176	6.9	157	6.8
7. To employment in a field outside education	353	12.0	359	11.6	454	13.0	498	13.3	453	13.2	460	14.0	550	18.6	548	19.7	439	17.2	394	17.0
8. Resumption of household duties	541	18.3	645	20.8	722	20.7	834	22.2	782	22.7	686	21.0	581	19.6	519	18.7	467	18.3	448	19.3
9. Marriage	95	3.2	103	3.3	97	2.8	98	2.6	91	2.6	58	1.8	67	2.3	53	1.9	25	1.0		
10. Retirement	237	8.0	254	8.2	305	8.8	307	8.2	367	10.7	508	15.5	416	14.0	291	10.4	275	10.8	307	13.2
11. Illness	52	1.8	61	2.0	48	1.4	64	1.7	56	1.6	35	1.1	46	1.6	42	1.5	49	1.9	39	1.7
12. Death	38	1.3	36	1.2	42	1.2	43	1.4	36	1.1	53	1.6	35	1.2	53	1.9	36	1.4	42	1.8
13. Other	397	13.5	310	10.0	328	9.4	373	9.9	353	10.3	353	10.8	408	13.8	308	11.1	385	15.1	319	13.7
Total Withdrawals	2,948	100.0	3,101	100.0	3,480	100.0	3,754	100.0	3,438	100.0	3,273	100.0	2,960	100.0	2,781	100.0	2,555	100.0	2,325	100.0

TABLE 24B PROJECTED FULL-TIME SECONDARY SCHOOL TEACHERS WITHDRAWALS, 1976-86

Withdrawals	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1. To teach in Secondary, Elementary, private or Teachers College in Ont.	85	4.0	78	4.0	71	4.0	69	4.0	67	4.0	64	4.0	61	4.0	59	4.0	58	4.0	58	4.0
2. To teach in schools outside Ontario	106	5.0	97	5.0	88	5.0	86	5.0	83	5.0	79	5.0	76	5.0	73	5.0	73	5.0	73	5.0
2a. To teach in a school for the trainable retarded	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	1	0.1
3. To teach on a part-time basis in a publicly supported school	138	6.5	116	6.0	106	6.0	104	6.0	100	6.0	95	6.0	91	6.0	88	6.0	87	6.0	87	6.0
4. To teach in a CAAT	6	0.3	6	0.3	5	0.3	5	0.3	5	0.3	5	0.3	5	0.3	4	0.3	4	0.3	4	0.3
4a. To teach in another province on an exchange plan	42	2.0	33	1.7	26	1.5	26	1.5	25	1.5	24	1.5	23	1.5	22	1.5	22	1.5	22	1.5
5. To enrol in teacher's Colleges or Universities	170	8.0	155	8.0	141	8.0	138	8.0	133	8.0	127	8.0	21	8.0	118	8.0	116	8.0	116	8.0
6. To a supervisory/admin. position in education	140	6.6	124	6.4	109	6.2	104	6.0	100	6.0	95	6.0	91	6.0	88	6.0	87	6.0	87	6.0
7. To employment in a field outside education	356	16.8	322	16.6	289	16.4	280	16.2	266	16.0	254	16.0	242	16.0	235	16.0	233	16.0	233	16.0
8. Resumption of household duties	403	19.0	363	18.7	325	18.4	313	18.1	296	17.8	278	17.5	265	17.5	257	17.5	255	17.5	254	17.5
9. Marriage																				
10. Retirement	280	13.2	262	13.5	243	13.8	242	14.0	233	14.0	222	14.0	212	14.0	206	14.0	204	14.0	204	14.0
11. Illness	38	1.8	35	1.8	32	1.8	31	1.8	30	1.8	29	1.8	27	1.8	26	1.8	26	1.8	26	1.8
12. Death	38	1.8	37	1.9	35	2.0	35	2.0	33	2.0	32	2.0	30	2.0	29	2.0	29	2.0	29	2.0
13. Others	317	14.9	313	16.0	292	16.5	295	17.0	292	17.5	283	17.8	270	17.8	262	17.8	260	17.8	260	17.8
Total Withdrawals	2,121	100.0	1,943	100.0	1,764	100.0	1,730	100.0	1,665	100.0	1,589	100.0	1,516	100.0	1,469	100.0	1,456	100.0	1,454	100.0

Appendix Table 25 ESTIMATED DEMAND AND SUPPLY OF SECONDARY SCHOOL TEACHERS IN ONTARIO

	DEMAND					SUPPLY					
	Teacher stock	Expansion	Replacement		Total	Re-entries			New hirings	Graduates from colleges	Other
Year	No.	No.	No.	%	No.	No.	%	%	No.	No.	No.
1	2	3	4	5	6	7	8	9	10	11	12
1976	35,151	+ 325	2,460	7.0	2,785	445	1.27	16.0	2,340	1,421	919
1977	35,460	+ 309	2,304	6.5	2,613	405	1.14	15.5	2,208	1,374	834
1978	35,596	+ 136	2,171	6.0	2,307	335	0.94	14.5	1,972	1,253	719
1979	35,037	- 559	2,102	6.0	1,543	193	0.55	12.5	1,350	895	455
1980	33,789	- 1,248	2,027	6.0	779	82	0.24	10.5	697	468	229
1981	32,256	- 1,533	1,935	6.0	402	40	0.12	10.0	362	244	118

APPENDIX C

TASK FORCE ON BASIC RESEARCH DATA

Dr. F. Gerald Ridge,
Director of Capital Programming
Metropolitan Toronto School Board,
155 College St.,
Toronto, Ont. M5T 1P6

Mr. H. W. Moore,
Controller of Planning and Plant,
Board of Education
for the Borough of Etobicoke,
1 Civic Centre Court,
Etobicoke, Ont. M9C 2B3

Dr. A. J. Barone,
Superintendent of Region 4,
Metropolitan Separate School Board,
150 Laird Drive,
Toronto, Ont. M4G 3V8

Mr. W. T. Townshend,
Superintendent of Operations,
Waterloo County Board of Education,
Box 68,
Kitchener, Ont. N2G 3X5

Mr. R. H. Field,
Director of Education,
Board of Education
for the City of Windsor,
451 Park St. West,
Windsor, Ont. N9Z 5V4

Dean Lionel Desjarlais,
1684 Rhodes Court,
Ottawa, Ont. K1H 5S9

Mr. G. W. Thomson,
Director of Education,
Sudbury Board of Education,
Civic Square, West Tower,
200 Brady St.,
Sudbury, Ont. P3E 5K3

Ms. Sharon McElroy,
Research Services Officer,
Educational Relations Commission,
111 Avenue Rd., Suite 400,
Toronto, Ont. M5R 3J8

Dr. Florence Henderson,
Executive Secretary,
Federation of Women Teachers'
Associations of Ontario,
1260 Bay St., 3rd floor,
Toronto, Ont. M5R 2B8

Mr. Bertrand L. Hansen,
Managing Partner,
The Hansen Group,
2190 Obeck Cres.,
Mississauga, Ont. L5H 3L7

Mr. Harvey Nightingale,
Director of Economic and
Legislative Services,
Ontario School Trustees' Council,
2 Bloor St. West,
Toronto, Ont. M4W 3E2

Mrs. Joan St. Rose-Haynes,
Chief Statistical Officer,
Statistics Section,
Information Systems and Records Branch,
Ontario Ministry of Education,
18th floor, Mowat Block,
Toronto, Ont. M7A 1L2

Ex officio:

Dr. John Holland,
Acting Chairman,
Dept. of Educational Planning, OISE,
252 Bloor St. West,
Toronto, Ont. M5S 1V6

Mr. Saeed Quazi,
Project Director,
Dept. of Educational Planning, OISE,
252 Bloor St. West,
Toronto, Ont. M5S 1V6

TASK FORCE (CURRICULUM)

Mr. Bruce Archer
Ontario Teachers' Federation
Suite 700
1260 Bay Street
Toronto, Ontario M5R 2B5

Dr. Peter F. Bargen
Ontario School Trustees' Council
Suite 500
2 Bloor Street West
Toronto, Ontario M4W 3E2

Mr. J. F. Clifford
Director
Waterloo County R.C.S.S. Board
91 Moore Avenue
Box 1116
Kitchener, Ontario N2G 4G2

Dr. Mel Edwardh
Gage Publishing Co. Ltd.
164 Commander Blvd.
Agincourt, Ontario M1S 3C7

Mr. Irving Gerstein
People's Jewellers
181 Young Street
Toronto, Ontario M5B 1M6

Mr. Duncan Green
Director
Toronto Board of Education
155 College Street
Toronto, Ontario M5T 1P6

Mr. R. J. Lynch
Director
Nipissing Board of Education
P. O. Box 3110
North Bay, Ontario P1B 8H1

Mrs. C. Michalski
980 Broadview Avenue, #2402
Toronto, Ontario M4K 3Y1

Mr. John Ricker
Dean, Faculty of Education
University of Toronto
371 Bloor Street West
Toronto, Ontario M5S 2R7

Dr. John Mallea
Assistant Director (Academic)
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Susan Padro
Associate Professor
Department of Educational Planning
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario

Dr. Kenneth Prueter
International Education Office
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Ellen Regan
Department of Curriculum
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Merlin Wahlstrom
Department of Curriculum
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Cicely Watson, Professor
Department of Educational Planning
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

TASK FORCE (CURRICULUM) cont'd.

Dr. Joel Weiss
Department of Curriculum
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. H. G. Hedges, Head
OISE Niagara Centre
Connaught Public School
28 Prince Street
St. Catharines, Ontario L2R 3X7

Dr. Ken Leithwood
Department of Curriculum
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. F. Michael Connelly (Chairman)
Department of Curriculum
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

TASK FORCE (FINANCE)

Dr. Richard M. Bird
Professor of Economics
The Institute for Policy Analysis
University of Toronto
150 St. George Street
Toronto, Ontario M5S 1H1

Dr. John W. Holland (Chairman)
Associate Professor
Department of Educational Planning
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Donald A. Dawson
Research Director
Ontario Economic Council
81 Wellesley Street East
Toronto, Ontario M4Y 1H6

Dr. Peter J. Atherton
Dean
College of Education
Brock University
St. Catharines, Ontario L2S 3A1

Professor E. Brock Rideout
Department of Educational
Administration
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Mrs. Helen Salisbury
Social and Economic Data
Central Statistics Services
Ontario Ministry of Treasury, Economics
and Intergovernmental Affairs
Queen's Park
Toronto, Ontario M7A 1KA

Mr. Michael Skolnik
Assistant Director (Administration)
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Rev. Carl Matthews
Bellarmine Hall
2 Dale Avenue
Toronto, Ontario M4W 1K4

(cont'd.)

Mr. Bertrand L. Hansen
Department of Higher Education
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Cicely Watson
Professor
Department of Educational Planning
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Ralph Benson
School Finance Advisor
Ministry of Education
900 Bay Street
Mowat Block, 21st Floor
Toronto, Ontario M7A 1L2

Mr. Saeed Quazi
Project Director
Department of Educational Planning
Ontario Institute for Studies
in Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

TASK FORCE--SCHOOL FACILITIES AND THE COMMUNITY

CHAIRMAN--HOWARD B. HENDERSON

Mr. H. W. Moore
Controller of Planning and Plant
Etobicoke Board of Education
1 Civic Centre Court
Etobicoke, Ontario M9C 2B3

Mr. W. G. Beevor
Director of Education
Lakehead Board of Education
Education Centre, 2135 Sills Street
Thunder Bay, Ontario P7E 5T2

Mr. J. Penner
Deputy Business Administrator
Hamilton Board of Education
Box 558, 100 Main Street West
Hamilton, Ontario L8N 3L1

Mr. O. Tremblay
Director of Education
Sudbury District R.C.S.S. Board
201 Jogues Street
Sudbury, Ontario P3C 5L7

Mr. E. G. Runacres
Director of Education
Hastings County Board of Education
156 Ann Street
Belleville, Ontario L2P 3J9

Mr. R. J. Field
Director of Education
Windsor Board of Education
451 Park Street West
Windsor, Ontario NOA 5V4

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

RAPPORT INTERIMAIRE

LES ABSENTS DES ECOLES DE L'ONTARIO AUJOURD'HUI ET DEMAIN

DESCRIPTION DES CONDITIONS, DES CAUSES ET DES PROBLEMES

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

B. M. Hildebrand

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

EA 013 305

Commission d'enquête sur la baisse des effectifs dans les écoles de l'Ontario

Le 28 février 1978

Toronto, Ontario

554

DEC 19 1980

TABLE DES MATIERES

AVANT-PROPOS

1. Le contexte de la baisse des effectifs en tant que problème politique 1

2. La population de l'Ontario: Eléments et structure 42

3. Les effectifs scolaires en Ontario: le passé, le présent et l'avenir 129

4. La baisse des effectifs et le curriculum 177

5. Administration des systèmes scolaires en Ontario 260

6. Le contingent enseignant en Ontario: caractéristiques et estimations de l'offre et de la demande présente et à venir 280

7. Bâtiments et terrains scolaires 346

8. Le coût de l'éducation 381

EPILOGUE 408

ANNEXES

A. Annexe technique

B. Un avenir incertain - Croire ou ne pas croire aux prévisions?

C. Groupe de travail

TABLEAUX

Chapitre 1		Page
1.1	Enfants de moins de 5 ans et enfants de moins de 10 ans en pourcentage de la population totale	5
1.2	Somme estimée des dépenses provinciales Santé, Education et Total	9
1.3	Population, produit provincial, revenu personnel et dépenses provinciales/produit provincial	10
1.4	Revenu personnel disponible par habitant, Ontario, 1950-73	12
1.5	Année et niveau des maxima d'effectifs par province (milliers d'étudiants)	13
1.6	Le contexte économique de la province, 1967 à 1987 (croissance annuelle moyenne en %)	16
1.7	Taux de chômage par âge, Ontario, 1956-77	18
1.8	Augmentation des dépenses des conseils scolaires, 1942 à 1972 inclus	25
1.9	Dépenses des conseils scolaires et subvention législative générale, 1942 à 1972	26
1.10	Effectifs et enseignants dans les écoles sous contrôle public, Ontario, 1870 à 1975	28
1.11	Salaires médians, écoles publiques et séparées, élémentaires et secondaires enseignants et principaux, Ontario, 1944 à 1976	30
1.12	Rapports élèves-enseignants en Ontario, 1946 à 1975 et augmentation en % des effectifs	32
1.13	Dépenses gouvernementales provinciales, 1972 à 1987 (Augmentation annuelle moyenne en %)	35
1.14	Nombre d'emplois dans le gouvernement de l'Ontario 1959-60 à 1974-75	37

Chapitre 2

		Page
2.1	Croissance démographique en Ontario par comté et district, réelle 1931-1976, prévue 1981	44
2.2	Croissance ou diminution de la population de l'Ontario, par comté et district, 1971-76	49
2.3	Population totale du Canada, pour certaines provinces (Rapports trimestriels des années récentes: Statistique Canada)	54
2.4	Dix ans de croissance de la population et des effectifs scolaires, Ontario: 1967 à 1976	57
2.5	Répartition ville-campagne en Ontario, 1931 à 1971	59
2.6	Rapport de sexe en % du groupe d'âges en Ontario, 1931 - 1976, Masculin	61
2.7(a)	Population recensée en Ontario par groupe d'âges, 1931-1976, population masculine	64
2.7(b)	Population recensée en Ontario par groupe d'âges, 1931-1976, population féminine	65
2.7(c)	Population recensée en Ontario par groupe d'âges, 1931-1976, population masculine et féminine	66
2.8	Population par langue maternelle en Ontario 1931 - 1976	69
2.9	Recensement de 1971: langue par groupe ethnique en Ontario	70
2.10	Population par groupe d'âges, Ontario, années de recensement 1951-1971	71
2.11	Ontario: répartition par année d'âge, 1931-1976	74
2.12	Ontario: répartitions d'âge observées et calculées années de recensement 1971, 1976, 1981 et 1986	77
2.13	Table démographique: sexe masculin, féminin et total	84
2.14(a)	Migration interprovinciale nette d'enfants de 15 ans et moins, 1950-51 à 1975-76	87
2.14(b)	Migration interprovinciale nette d'enfants, juillet 1977 à décembre 1977	88
2.15	Migrations internationales nettes d'enfants de moins de 18 ans, 1970-71 à 1975-76	89
2.16	Immigration en Ontario d'enfants âgés de 18 ans et moins, par groupe d'âges et par année, 1969-1976	91

Chapitre 2... Page

2.17 Pourcentage d'immigrants internationaux en Ontario ayant moins de 18 ans, par langue(s) officielle(s) parlée(s), 1970-71 à 1975-76 92

2.18 Immigration en Ontario par pays principal de dernière résidence, 1962-76 93

2.19 Ontario: 40 années de natalité, 1940 à 1980, gains et pertes réels accumulés 109

2.20 Taux de fécondité par âge pour des années choisies de 1926 1975 115

2.21 Pourcentages de familles ayant un nombre d'enfants donné au Canada et en Ontario en certaines années 117

Chapitre 3

3.1 Effectifs des écoles élémentaires en Ontario - Total 1926-1976 135

3.2 Effectifs scolaires secondaires à plein-temps en Ontario, 1951-1976 136

3.3 Effectifs d'écoles publiques de langue française en Ontario, 1966 à 1977 142

3.4 Effectifs des écoles catholiques-romaines séparées de langue française, 1966 à 1977 143

3.5 Effectifs des écoles élémentaires de langue française de l'Ontario, 1966 à 1977 144

3.6 Effectifs des écoles secondaires de langue française de l'Ontario, 1969-1977 145

3.7 Effectifs des écoles privées en Ontario, 1926-1976 151

3.8 Effectifs des écoles des Territoires de la couronne en Ontario, 1967-1976 152

3.9 Effectifs indiens des écoles de l'Ontario (1926-76) 153

3.10 Effectifs passés et prévus dans les écoles élémentaires par comté et district 1971-1986 154

3.11 Changements d'effectifs passés et prévus dans les écoles séparées CR par comté et district, 1971-1986 155

3.12 Changements d'effectifs passés et prévus dans les écoles secondaires par comté et district, 1971-1986 156

Chapitre 3... Page

3.13 Changements dans les effectifs des écoles publiques élémentaires par conseil dans l'Ontario du Nord 157

3.14 Changements dans les effectifs d'écoles catholiques-romaines séparées en Ontario du Nord, 1971-1976 158

3.15 Changements d'effectifs dans les écoles secondaires par conseil dans l'Ontario du Nord, 1971-76 159

3.16 Effectif total prévu dans les écoles élémentaires française en Ontario, 1978 à 1986 165

3.17 Effectifs prévus dans les écoles secondaires de langue française en Ontario, 1978 à 1986 166

3.18 Vingt ans de croissance de la population et d'effectifs scolaires, Ontario: 1967 à 1986 172

3.19 Effectifs passés et présents dans le conseil scolaire de Vancouver 175

Chapitre 4

4.1 Les principaux moments de l'histoire du curriculum ontarien 182

4.2 Evolution des effectifs scolaires du secondaire par "branche et programme" entre 1963-64 et 1968-69 187

4.3 Circulaires et directives de curriculum 199

4.4 Les valeurs canadiennes 207

4.5 Une comparaison des réponses sur la bonne éducation 208

Chapitre 5

5.1 Fréquence des systèmes scolaires par type d'organisation: 1971 et 1972 indiquée en pourcentage 266

5.2 Nombre moyen d'employés de bureau central pour mille élèves par statut et taille du système: 1972 268

Chapitre 6

6.1 Croissance du contingent d'enseignants en Ontario, 1950-1976 288

6.2 Pyramide des âges des enseignants de l'élémentaire et du secondaire en Ontario par âge, groupe d'âges et sexes, 1976-77 289

Chapitre 6... Page

6.3 Répartition des enseignants de l'élémentaire et du secondaire en Ontario par années d'expérience et par sexe, 1976-77 290

6.4 Répartition des enseignants et programme des salaires moyens des enseignants de l'élémentaire public en Ontario par niveau de certificat et par expérience 1976-77 292

6.5 Répartition d'enseignants et grilles de salaires moyens dans les écoles séparées en Ontario par niveau de certificat et années d'expérience, 1976-77 293

6.6 Répartition d'enseignants et grilles de salaires moyens de tous les enseignants de l'élémentaire en Ontario par niveau de certificat et par expérience, 1976-77 294

6.7 Répartition d'enseignants et grilles de salaire moyens des enseignants d'écoles secondaires par niveau de certificat et expérience, 1976-77 295

6.8 Répartition des salaires et programme des salaires à l'école secondaire de Lakehead par niveau de certificat et expérience, 1976-77 296

6.9 Répartition des enseignants et programme des salaires au conseil scolaire catholique-romain séparé d'Essex par années d'expérience, 1976-77 298

6.10 Mobilité des enseignants dans les écoles secondaires en Ontario, 1966 à 1976 299

6.11 Salaires totaux moyens et salaires moyens des grilles des écoles secondaires en Ontario par conseil et régions 1976-77 306

6.12 Salaires totaux moyens et salaires moyens des grilles des enseignants de l'élémentaire en Ontario, par ordre décroissant et par conseil, 1976-77 307

6.13 Salaires totaux moyens et salaires moyens des grilles des enseignants du secondaire en Ontario par région et conseil, 1976-77 308

6.14 Salaires totaux moyens et salaires des grilles pour des enseignants du secondaire en Ontario, par ordre décroissant, par conseil, 1976-77 309

6.15 Salaires moyens des enseignants de l'élémentaire par région 1970/71 à 1976/77 310

6.16 Salaires moyens des enseignants du secondaire par région 1966/67 à 1967/77 311

Chapitre 6... Page

6.17 Enseignants de l'élémentaire en Ontario - responsabilité par âge et sexe 1976-77 312

6.18 Enseignants du secondaire en Ontario - responsabilités par âge 1976-77 313

6.19 Caractéristiques des enseignants de l'élémentaire en Ontario: âge moyen, catégorie de qualification moyenne et expérience moyenne en années, par région, 1976-1977 315

6.20 Caractéristiques des enseignants du secondaire en Ontario: âge moyen, catégorie de qualification moyenne et expérience moyenne en années, par région, 1976-1977 315

6.21 Enseignants de l'élémentaire en Ontario: changements dans les catégories de qualification et l'expérience moyenne, 1970-71 à 1976-77 316

6.22 Enseignants du secondaire en Ontario: changements d'âge moyen, de catégorie moyenne de qualification et d'expérience moyenne, 1970-71 à 1976-77 317

6.23 Enseignants de l'élémentaire et du secondaire en Ontario, changements dans les salaires moyens, 1970-71 à 1976-77 pour l'élémentaire, et 1966-67 à 1976-77 pour le secondaire 318

6.24 Période estimée de retraite pour les enseignants de l'élémentaire en Ontario à 65 ans, par sexe et pourcentage du total des enseignants, 1976-77 320

6.25 Période estimée de retraite pour les enseignants de l'élémentaire en Ontario à 65 ans ou sur la base expérience + âge égale 90 selon ce qui advient en premier, par sexe et pourcentage du total des enseignants, 1976-77 320

6.26 Période estimée de retraite pour les enseignants du secondaire en Ontario à 65 ans, par sexe et pourcentage du total des enseignants en 1976-77 322

6.27 Période estimée de retraite pour les enseignants du secondaire en Ontario à 65 ans ou sur la base expérience + âge égale 90 selon ce qui advient en premier, par sexe et pourcentage des enseignants en 1976-77 322

6.28 Nouveaux recrutements d'hommes en septembre de chaque année et départs jusqu'en 1976-1977 325

6.29 Nouveaux recrutements de femmes en septembre de chaque année et départs jusqu'en 1976-77 326

6.30 Nouveaux recrutements totaux en septembre de chaque année et départs jusqu'en 1976-77 327

Chapitre 6... Page

6.31 Destination des enseignants de l'élémentaire et du secondaire diplômés par collège et université en Ontario, 1972-76 332

6.32 Personnes qualifiées comme enseignants de l'élémentaire et du secondaire en Ontario par origine de leur première certification qui n'enseignent pas dans les écoles élémentaires et secondaires de l'Ontario, 1976-1977 333

6.33 Personnes qualifiées comme enseignants de l'élémentaire en Ontario par origine et époque de leur première certification qui enseignent dans les écoles élémentaires de l'Ontario, 1976-77 334

6.34 Personnes qualifiées du secondaire par origine et époque de leur première certification qui enseignent dans les écoles secondaires de l'Ontario, 1976-77 335

6.35 Effectifs des instituts de formation d'enseignement de l'Ontario, 1968-1976 337

6.36 Elèves et enseignants dans les écoles élémentaires de l'Ontario 340

6.37 Demande passée et prévue d'enseignants de l'élémentaire en Ontario 341

6.38 Elèves et enseignants dans les écoles secondaires de l'Ontario 342

6.39 Offre et demande réelles et prévues d'enseignants du secondaire en Ontario. 343

Chapitre 7

7.1 Nombre total estimé de salles de classe en surplus en Ontario, par conseil (1976) - élémentaire public 361

7.2 Nombre total estimé de salles de classe en surplus en Ontario, par conseil (1976) - secondaire 362.

7.3 Nombre total estimé de salles de classe en surplus en Ontario, par conseil (1976) - séparé 363

7.4 Dépenses des conseils scolaires, 1967 à 1977 365

Chapitre 8

8.1 Pourcentages des conventions (N 158) ayant des clauses en rapport avec la baisse des effectifs (1977-1978) 391

8.2 Pourcentages de conventions avec clauses de REE et de grandeur des classes 393

Chapitre 8... Page

8.3 Pourcentages des conventions avec dispositions de surplus-redondance et de droits de la direction 395

8.4 Contenu des dispositions de surplus-redondance: pourcentages de conventions avec option 396

8.5 Répartitions d'âges du contingent d'enseignants en Ontario par secteur en 1974-1975 (septembre 1975) 403

8.6 Répartition d'âges du contingent d'enseignants employés en en Ontario, le 31 décembre 1975 403

8.7 Répartition de l'expérience des enseignants en Ontario par secteur en 1974-1975 404

FIGURES

		Page
Chapitre 1		
1.1	Autre vue de la diminution de nombre d'enfants par rapport à la population totale	6
Chapitre 2		
2.1(a)	Croissance passée et prévue de la population de l'Ontario par comté et district: 1931-1981	45
2.1(b)	Croissance passée et prévue de la population de l'Ontario par comté et district: 1931-1981	46
2.1(c)	Croissance passée et prévue de la population de l'Ontario par par comté et district: 1931-1981	47
2.1(d)	Croissance passée et prévue de la population de Toronto métropolitain et de l'Ontario: 1931-1981	48
2.2	Province de l'Ontario: Changement dans la population par district et comté, 1971-1976	51
2.3	Croissance ou baisse de la population en Ontario, 1971-1976	52
2.4	Changement de population en %, 1971-76	53
2.5	Province de l'Ontario: Changements dans les effectifs des écoles publiques élémentaires, 1971-1976	55
2.6	Province de l'Ontario: Changements dans les effectifs des écoles catholiques-romaines, 1971-1976	56
2.7	Répartition ville-campagne de la population en Ontario, 1931 à 1971	60
2.8	Rapport de sexe (masculin) en % du groupe d'âge en Ontario 1931-1971	62
2.9	Ontario: Pyramide des âges, 1931 à 1976	67
2.10	Ontario: Répartition des âges (1941, 1961, 1966, 1971, 1976) les énormes variations: qui déterminent notre avenir	75
2.11	Ontario: La vague montante des pertes et des gains	78
2.12	Ontario: La vague montante des pertes et des gains	79
2.13	Ontario: La vague montante des pertes et des gains	80
2.14	Ontario: La vague montante des pertes et des gains	81

Chapitre 2... Page

2.15 Ontario: La vague montante des pertes et des gains 82

2.16 Ile du Prince Edouard: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 94

2.17 Nouvelle Ecosse: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 95

2.18 Nouveau Brunswick: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 96

2.19 Québec: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 97

2.20 Ontario: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 98

2.21 Manitoba: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 99

2.22 Saskatchewan: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 100

2.23 Alberta: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 101

2.24 Colombie-Britannique: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 102

2.25 Yukon: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 103

2.26 Territoires du Nord-Ouest: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 104

2.27 Terre Neuve: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 105

2.28 Canada: Rôle des migrations - 1976 (Comparaison des populations réelle et prévue) 106

2.29 Ontario: 1959 à 2001, taux de fécondité: une baisse sans précédent 111

2.30 Ontario: 1959 à 2001, tendances des familles: l'explosion et l'implosion démographique 112

2.31 Comparaison de tendances des effectifs préparés par différentes écoles élémentaires, Ontario, 1965 à 2001 122

2.32 Comparaison de tendance des effectifs préparées par différentes agences, écoles secondaires, Ontario, 1961 à 2001 123

Chapitre 3

		Page
3.1	Effectifs des écoles élémentaires de l'Ontario, 1926-1976	137
3.2	Effectifs scolaires secondaires réels et prévus en Ontario, 1951-86	138
3.3	Province de l'Ontario: Répartition de la population de langue française, 1971-1976	146
3.4	Province de l'Ontario: Croissance ou diminution de la population de langue française, 1971-1976	147
3.5	Province de l'Ontario: Changements dans les effectifs d'écoles élémentaires françaises, 1971-1976	148
3.6	Province de l'Ontario: Changements dans les effectifs d'écoles secondaires françaises, 1971-1976	149
3.7	Ontario: Effectifs d'écoles pour enfants de langue française	150
3.8	Province de l'Ontario: Changements d'effectifs prévus dans les écoles élémentaires publiques par comtés et districts, 1971-1986	162
3.9	Province de l'Ontario: Changements d'effectifs prévus dans les écoles catholiques-romaines séparées par comté et district, 1971-1986	163
3.10	Province de l'Ontario: Changements d'effectifs prévus dans les écoles secondaires par comté et district, 1971-1986	164
3.11	Effectifs passés et prévus dans les écoles de langue française en Ontario	167
3.12	Ontario: Effectifs des écoles publiques, 1976-1986, la décennie de la baisse	168
3.13	Ontario: Effectifs catholiques-romains séparés, 1976-1986, la décennie de la baisse	169
3.14	Ontario: Effectifs scolaires secondaires, 1976-1986, la décennie de la baisse	170

Chapitre 6

6.1	Nombre total d'enseignants de l'élémentaire qui peuvent prendre leur retraite, 1976 à 2010	301
6.2	Nombre total d'enseignants du secondaire qui peuvent prendre leur retraite, 1976 à 2010	302
6.3	Pyramide des âges par sexe des enseignants de l'élémentaire en Ontario au 31 décembre 1976	303

Chapitre 6...

		Page
6.4	Pyramide des âges par sexe des enseignants du secondaire en Ontario au 31 décembre 1976	304
6.5	Destination des enseignants de l'élémentaire diplômés par collège et université en Ontario, 1972-1976	329
6.6	Destination des enseignants du secondaire diplômés par collège et université en Ontario, 1972-1976	330
6.7	Destination des enseignants de l'élémentaire et du secondaire diplômés par collège et université en Ontario, 1972-1976	331

LA COMMISSION SUR LA BAISSE DES EFFECTIFS SCOLAIRES EN ONTARIO (CBES)

Salle N425, 252 ouest rue Bloor, Toronto, Ontario, Canada M5S IV6

Téléphone 964-2527

Commissionnaire, R.W.B. Jackson, Ph.D.

Secrétaire Générale, H.B. Henderson

Le 28 février I978

L'Honorable Thomas L. Wells
Ministre de l'Education
Province de l'Ontario
22e étage, Block Mowat
Queen's Park, Toronto
Ontario
M7A IL2

Monsieur le Ministre:

J'ai l'honneur de vous soumettre le premier rapport intérimaire de la Commission sur la baisse des effectifs scolaires en Ontario, tel que prévu dans les clauses du contrat. Le rapport est en cours de publication et sera diffusé au cours des prochaines semaines après que les 250 premiers exemplaires auront été livrés à votre bureau.

Le premier rapport est, comme vous le verrez, un compte rendu des faits et de la situation tels quels dans la province aujourd'hui et il se réfère parfois aux conditions qui prévalent ailleurs (dans d'autres provinces et dans d'autres pays) lorsque celles-ci semblaient dignes d'intérêt. Certains rapports spéciaux, préparés sous contrat pour la Commission, seront publiés séparément puisqu'ils ne font pas partie intégrale du rapport de la Commission à proprement parler.

Les chapitres principaux attirent l'attention sur les problèmes et sur les questions qui ont surgis au cours de la présentation de l'information et les répercussions les plus évidentes de ceux-ci ont été mentionnées à l'occasion. Cependant, veuillez noter en particulier que j'ai soigneusement évité de présenter à ce stade toute comparaison, décision ou recommandation préliminaire. Cette partie de la tâche ne sera entreprise que lorsque les audiences publiques auront été tenues et toutes les preuves nécessaires rassemblées. Etant donné certaines déclarations faites à la presse et qui m'ont été attribuées à tort, j'aimerais qu'il soit dit sans équivoque que je n'ai tiré aucune conclusion, ni pris de décision ni fait de recommandation à ce stade.

Je regrette que le rapport intérimaire ne soit ni complet ni à jour dans la mesure où je l'espérais et l'escomptais. Certaines données de base sur la population, sur la fécondité et sur les effectifs scolaires ne nous ont

été accessibles qu'à une date très tardive et n'étaient pas accessibles du tout parfois, malgré le fait que des responsables de votre ministère, du ministère du Trésor, de l'Economie et des Affaires Intergouvernementales et de Statistique Canada aient fait tout leur possible pour me venir en aide et préparer, à ma demande, des tables spéciales avant leur date normale de parution. Il est étrange qu'une part des difficultés semblent provenir de la formation de banques de données et de l'usage d'ordinateurs et de modèles; les grands retards semblent constituer l'apanage inévitable de telles procédures. Ainsi, mon bureau n'accusa réception des données par année d'âge du recensement de 1976 que le 21 décembre 1977 et ceci causa automatiquement un retard dans les prévisions commanditées à Statistique Canada et à TEIGA.

Ces rapports spéciaux conçus pour donner lieu directement ou indirectement à des prévisions démographiques et à des perspectives d'effectifs scolaires pour 1986 et 2001 devaient être inclus en tant qu'aspect particulier du rapport avec des données du recensement de 1976 et les taux de fécondité les plus récents. Malheureusement, les taux de fécondité les plus récents dont je dispose datent de 1974, ce qui constitue un délai critique, bien que j'aie reçu des chiffres préliminaires pour 1975; nous savons très bien, à partir des déclarations de naissance de 1976 et de 1977 que ces taux ont dû beaucoup baisser au cours des deux dernières années (conclusion évidente puisque nous savons que le nombre de parents en puissance a augmenté tandis que le nombre de naissances a diminué en 1975, en 1976 et en 1977).

Nous ne disposons pas de chiffres à jour sur les effectifs scolaires en septembre 1977 dans cette province, que ce soit pour les conseils individuels, les comtés, les districts ou la province entière. De même, nous ne disposons pas de prévisions démographiques à jour pour les comtés et districts bien que, par des efforts particuliers, nous ayons des prévisions au niveau de la province. Dans le texte, vous remarquerez que j'ai consacré moi-même quelque temps à préparer un ensemble approximatif de chiffres allant jusqu'en 1986, pour les naissances en particulier basées sur les prévisions de naissance les plus plausibles (selon moi), les pyramides des âges prévues pour 1981 et 1986 (en supposant que les taux de mortalité et de migration de 1976 demeurent constants au cours de la décennie en question, ce qui est raisonnable lorsqu'on observe les tendances des 15 dernières années). De plus, et aussi pour vérifier nos propres prévisions d'effectifs scolaires, j'ai demandé à Statistique Canada de préparer des prévisions démographiques spéciales jusqu'en 2001 en utilisant neuf ensembles de conditions de fécondité et de migration. Nous venons juste de recevoir les résultats mais nous ne les avons pas encore utilisés. Je suis très reconnaissant pour cette assistance à mes amis de longue date, le docteur Miles Wisenthal et Zoltan Zsigmond, qui ont fait beaucoup plus que leur devoir et leur devoir d'ami en m'accordant leur aide.

J'ai aussi inclus certains tableaux et graphiques spéciaux pour les autres provinces basés sur le recensement de 1976 surtout, afin que nos gens en Ontario sachent que le pays entier est touché. On peut voir aussi, par les graphiques surtout, les différents rôles des migrations sur plusieurs provinces, ce qui est très important pour l'Ontario qui a toujours été la plaque tournante des migrations internationales et interprovinciales. Nous ne voulons pas insinuer que ce qui arrive ici est forcément bon pour le reste du pays, pour répéter un personnage de bandes dessinées d'il y a quelques années, le général Bullmoose, mais le reste du pays est touché d'Ouest en Est.

J'attache une attention toute particulière à ces faits et à ces facteurs car je sais que nous nous trouvons dans une phase critique de notre histoire et que l'avenir constitue une quantité difficile à prévoir. Nous avons besoin avant tout des faits les plus valides et les plus récents afin de planifier adéquatement les décennies à venir, du futur immédiat à l'avenir lointain. Comme vous le savez, les prévisions de l'Organisation de la Coopération et du Développement économique des Nations Unies et des Conseils Economiques du Canada et de l'Ontario envisagent des conditions économiques difficiles pour les années à venir: l'économie ira au ralenti et sera accompagnée de chômage pendant une durée d'au moins cinq ans et peut-être dix. Comme l'indiquent les sections suivantes, je suis d'accord avec ces prévisions, toutes pessimistes qu'elles soient. En tant que survivant de la Grande Dépression et des Dix Années Perdues dans les prairies, j'ai le sentiment étrange que l'histoire est sur le point de se répéter et pourtant, j'espère encore que non.

Nous pouvons à peine douter du fait que la fécondité de notre population ait été gravement touchée surtout que nous sommes en mesure de la contrôler dans son intégrité pour la première fois de notre histoire. La baisse des effectifs scolaires est une conséquence directe et automatique de la baisse de la fécondité puisque les enfants grandissent au fil des années mais la conséquence la plus sérieuse découle du fait que la fécondité continue de baisser et ne donne aucun signe de changement dans cette tendance qui amènerait un répit tôt ou tard. Vous n'êtes pas sans savoir qu'il n'est pas tout de faire face à des difficultés passagères dues à une baisse temporaire et de les surmonter, mais il est tout autre chose de résoudre les problèmes d'un système scolaire fermé aux influences extérieures et qui se contractera longtemps encore. Quant à notre personnel enseignant et surtout nos jeunes enseignants diplômés, l'aventure de la perte d'un emploi - ou l'impossibilité d'en obtenir un - est une expérience désastreuse et effrayante que viennent exacerber, au-delà presque de l'endurance, les conditions générales de "stagflation" et de chômage. Tout ce qui peut être fait doit l'être pour s'assurer que les pertes et les souffrances soient réduites et allégées au minimum et pour que la qualité de nos programmes scolaires n'en souffre pas. Moins nous aurons d'enfants, plus ils deviendront précieux et essentiels. Il est possible que des taux de fécondité aussi élevés que ceux des années 50 auraient créé une charge que notre économie n'aurait pu tolérer, mais à présent on excuserait quiconque rêverait de cette utopie.

C'est une bien maigre consolation pour vous et pour moi que de constater, comme je le fais ici, que ce qui arrive à notre système scolaire n'est qu'un signe précurseur de ce qui affligera notre société dans tous ses aspects lorsque le temps viendra. En fait, les effets les plus sensibles des changements démographiques seront ressentis à l'avenir, et ils le seront inévitablement. Le plus étrange est que nous devons nous attendre à une pénurie grave de jeunes travailleurs bien avant la fin du siècle. Impossible? Non, inévitable. Je vous conseille donc, Monsieur le Ministre, de vous préparer pour l'avenir et d'apprendre à accepter un fait "impossible" chaque jour!

Veuillez agréer, Monsieur le Ministre, l'expression de mes sentiments les plus sincères.

R.W.B. Jackson
Commissionnaire, CBES

Le premier rapport intérimaire de la Commission sur la baisse des effectifs scolaires en Ontario devrait être considéré surtout comme une compilation des données existantes sur la baisse des effectifs scolaires et un premier énoncé de ce que l'on sait déjà sur ses dimensions futures. Ceci n'est pas un rapport sur les progrès de la nouvelle recherche entamée pour la Commission ni un moyen d'"afficher" les recommandations possibles que le rapport final vous suggéra de mettre en oeuvre. En fait, pour les membres de la "société établie de l'éducation" qui opère au niveau des systèmes scolaires de notre province, ce rapport ne contiendra pas beaucoup d'éléments nouveaux. Il rassemble simplement d'une manière systématique l'information contenue dans des rapports récents et complétée au besoin par les résultats d'études spéciales entreprises par ou pour la Commission.

Chacun des chapitres suis la même présentation, en commençant par une description brève du passé et du présent en termes statistiques surtout et en finissant par les prévisions les plus récentes, ou actuellement accessibles, de l'avenir à moyen terme - dans la plupart des cas pour la décennie qui s'achèvera en 1986. A mon grand regret, je me suis trouvé dans l'impossibilité de présenter les meilleurs calculs de perspectives de la Commission sur les conditions qui prévaudront jusqu'en 2001.[1] Cependant, comme je l'indiquais dans ma lettre de transmission, nous avons accusé un certain retard dans la préparation de nos prévisions à long terme à cause des difficultés d'obtention de certaines statistiques sur la population et sur les effectifs. Je discuterai, de façon plus systématique, à l'occasion, des problèmes d'obtention des données, de l'analyse et du rapport des résultats et des découvertes des études de recherche commanditées par la Commission dont certaines n'ont pas encore été achevées.

Etant donné que certains lecteurs risquent de se demander si le premier chapitre sur les conditions économiques et politiques n'est pas hors sujet, je saisis l'occasion pour expliquer ici mon intention.

J'ai fait allusion à certains objectifs dans ma lettre de transmission et quiconque parmi les groupes auxquels la Commission s'est adressée comprendra mon point de vue. (Qu'il soit d'accord ou non avec ce qui s'y trouve est autre chose.) J'ai la conviction profonde que chaque système d'éducation fait partie intégrante des structures économiques et sociales où il se trouve et en tire sa vitalité et ses buts. Tout système d'éducation est au service de la société et la mesure et le type de service qu'il fournit dépend en grande partie des conditions qui règnent dans cette société et de ce que celle-ci en attend.

Dans les études que la Commission a entreprises, nous nous sommes surtout occupés des problèmes qui découlent des secteurs élémentaire et secondaire de l'éducation. Mais il ne nous faut pas oublier leurs relations avec les problèmes connexes des autres parties du système éducatif et des conditions d'ordre économique, social et politique en dehors des salles de classe et des écoles. Par conséquent, notre rapport débute par un chapitre qui décrit le contexte général des conditions économiques, sociales et politiques telles qu'elles prévaudront probablement au cours des vingt années à venir.

---

1 L'année 2001 est utilisée car elle correspondra à une année de recensement, si rien n'est changé d'ici là tout au moins.

En aucun cas, bien entendu, ne devra-t-on interpréter ceci comme une déclaration d'intention ou de préférence de notre part. Ceci n'est rien d'autre qu'un énoncé des conditions probables, préparé sur la base de faits actuels, du passé immédiat et des annonces de politique économique et sociale du gouvernement ou des intentions ou espérances de celui-ci - qui sont déjà à la disposition de tout le monde. Nous n'avons pas eu accès, et ne l'avons pas cherché non plus, à quelque information sur la politique gouvernementale à n'importe quel niveau qui ne soit pas déjà chose publique.

Pour l'information de base socio-économique et politique, je dois beaucoup aux membres de l'équipe du groupe de travail (finance) que la Commission a mis sur pied il y a quelques mois. Le groupe était constitué d'experts en économie qui tenaient des fonctions d'experts-conseils sous la présidence compétente du docteur John Holland de l'Institut Ontarien d'Etudes en Education (OISE). A la lecture de leur rapport, il devient évident que si les contradictions que nous trouvons dans notre système éducatif s'étaient manifestées en période d'expansion, comme l'expansion du système d'éducation lui-même, le problème aurait été certainement moins grave que celui que présagent nos chiffres et nos graphiques. A titre d'exemple simple, une expansion économique requiert l'admission de travailleurs migrants (interprovinciaux et internationaux dans le cas de l'Ontario) à la recherche de travaux qui leur deviennent accessibles. Les conditions en Alberta sont telles, aujourd'hui. La plupart des migrants tombent dans les groupes d'âge jeune de la main d'oeuvre et ils n'entrent pas en grand nombre dans le système de l'éducation. Mais en général, ils amènent leurs femmes avec eux, ou vont les chercher tôt après leur arrivée, ainsi que leurs enfants qui sont pour la plupart en âge scolaire. Ou alors se marient-ils au Canada et ils constituent leur famille ici. Par conséquent, les migrations ont souvent un effet important et immédiat sur les effectifs scolaires.

Notre chapitre général ne suggère pas cependant que nous bénéficierons d'une période d'expansion économique rapide au cours de la prochaine décennie à un niveau comparable de celui des années 60. Non seulement les migrations ont-elles peu de chances d'améliorer la situation démographique et d'avoir ainsi un effet bénéfique sur les effectifs scolaires, mais les conditions économiques difficiles - "stagflation" prolongée, semble-t-il - donneront aux questions de coûts unitaires et totaux de l'éducation une importance critique. Puisque le système de l'éducation continuera vraisemblablement à se contracter au cours de la prochaine décennie, on ne s'attend pas à ce que cela se passe dans des conditions économiques et budgétaires florissantes et il devient alors plus important d'entamer la discussion sur la situation de contradiction des effectifs et des problèmes connexes et sur une idée plus générale de ce que risque d'être l'économie au cours des années 70 et 80.

L'inclusion du chapitre prochain sur les conditions démographiques requiert peu de justification, selon moi, puisque nos écoliers font partie de la population totale, mais peu de gens semblent conscients des changements de certaines caractéristiques de notre population et des répercussions profondes que ceux-ci peuvent avoir comme je le note dans ma lettre de transmission. Nous avons, par conséquent, pris un temps considérable à expliquer et illustrer le rôle direct de la fécondité sur les effectifs scolaires, aussi évident que celui-ci puisse paraître, ainsi que les répercussions sous forme de grandes différences dans la population que de petites différences dans la fécondité supposée peuvent produire (surtout maintenant que la grosse vague démographique d'après-guerre a atteint le groupe d'âge où les taux de repro-

ductivité sont les plus élevés). Le rôle indirect des migrations (internationales, interprovinciales et intraprovinciales) sur le nombre des enfants à éduquer par chaque commission est discuté dans le détail. Ces estimations de population fournissent une base à un bon nombre de prévisions directement liées aux conditions qui règneront dans les écoles dans l'avenir proche et lointain.

Pour ce qui concerne l'information contenue dans le chapitre sur la population, nous devons beaucoup au travail du docteur Cicely Watson et de M. Saeed Quazi et leur équipe à OISE ainsi qu'à mes propres estimations, celles de Statistique Canada et du groupe des statistiques du ministère du Trésor, de l'Economie et des Affaires Intergouvernementales de l'Ontario (TEAI). Pendant bien des années, les responsables de TEAI ont procuré aux gens d'OISE les "jalons" des prévisions démographiques utilisées dans des études faites pour le ministère de l'Education, si bien que ce chapitre puise non seulement dans les rapports antérieurs mais aussi dans les rapports préliminaires du TEAI d'un projet de recherche commandité dans le but d'obtenir des chiffres à jour qui tiennent de tout ce que l'on sait aujourd'hui de la fécondité, des migrations et de la pyramide des âges dans notre province.

Le chapitre 3 entame ce que l'on peut probablement considérer comme l'objet proprement dit de ce rapport: les effectifs dans les systèmes scolaires publics, séparés et secondaires de l'Ontario par âge et par grade selon le besoin. Nous parlons des écoles privées, des effectifs d'Indiens et Inuit, d'élèves des écoles des Forces Armées et des effectifs d'adultes. Malheureusement, les données de telles catégories "exceptionnelles" d'effectifs sont clairsemées et souvent difficiles à obtenir. Nous espérons qu'avant la soumission de notre deuxième rapport intérimaire, des statistiques plus détaillées pour ces secteurs seront accessibles. Bien que ceux-ci ne représentent qu'une fraction numérique du service total de l'éducation, ce sont là des facteurs qui méritent toute l'attention possible.

Le chapitre en question traite des effectifs au niveau des conseils scolaires, des comtés et des villes. Les conditions varient beaucoup d'une région à l'autre et vont de baisses accélérées des effectifs à des gains appréciables. J'aimerais mentionner ici un point sur lequel on ne saurait insister trop longtemps ni trop souvent: étant donné des conditions aussi variées, une grande part des problèmes créés par une contraction rapide des effectifs devra être résolue au niveau d'opération locale comme c'était le cas, qui se retrouve encore, avec les problèmes d'expansion rapide. La première question de politique générale est de définir les conditions et les contraintes au milieu desquelles les conseils locaux et leurs écoles s'accommodent de leurs problèmes. Pour la province en général, leurs décisions doivent être équitables, comparables, raisonnables et elles doivent tenir compte de l'avenir aux yeux de tous.

Les perspectives d'effectifs présentées au chapitre 3 ont été préparées par OISE sous contrat du ministère de l'Education et soumises en août 1977. Le travail de recherche en cours pour les étendre sera achevé lorsque les prévisions démographiques essentielles et les données sur les effectifs de 1977 seront prêtes. Ces nouvelles perspectives d'effectifs iront jusqu'en 2001 pour les conseils scolaires du sud de la province mais jusqu'en 1986 pour le nord de l'Ontario. Avec des chiffres plus modestes et des conditions économiques incertaines, il ne semble pas que des prévisions à long terme soient opportunes.

Nous avons, pour la première fois, tenté de faire des prévisions par groupe linguistique (anglophone/francophone). Nous nous sommes déjà servis de plusieurs de ces résultats (et de données sur les taux de fécondité par groupe linguistique) dans une présentation au groupe de commissaires scolaires Franco-Ontariens et nous avons décelé un intérêt vif au sujet de la baisse relative de la fécondité et au sujet du taux de baisse surtout et du nombre des effectifs scolaires de chacun des groupes linguistiques.

En principe, les perspectives d'effectifs des écoles secondaires n'ont pas été préparées par sujet, mais nous avons tenté de le faire pour les sujets à grands effectifs seulement à ce stade. Parce que les taux de croissance varient d'un sujet à l'autre dans les écoles secondaires, à cause surtout d'un grand nombre de sujets nouveaux ainsi que de programmes ajoutés au cours des années 50 et 60, des taux différents de diminution d'effectifs par sujet sont à prévoir à l'avenir. Dans un système qui se contracte, des taux aussi variés posent des problèmes additionnels en termes de programmes, de locaux et de personnel enseignant. Les composantes de ces changements ne semblent jamais correspondre et nous saurions nous attendre à ce qu'il en soit ainsi à une époque de grande liberté de choix de sujets pour les élèves.

Le chapitre 4 comprend une description générale des programmes et curricula offerts aujourd'hui dans les écoles de l'Ontario qui servira de toile de fond et qui indiquera comment ceux-ci peuvent être touchés par la baisse des effectifs. Ce chapitre se base sur un rapport intérimaire du groupe de travail de la Commission (curriculum) sous la présidence du docteur Michael Connelly d'OISE.

Le chapitre 5 a un objet similaire: il décrit brièvement l'administration des systèmes scolaires dans cette province et certaines des questions de structures administratives qui compliqueront les solutions des problèmes de contraction. Je dois beaucoup, pour ce travail, au docteur Edward Hickcox d'OISE qui a préparé un rapport intérimaire, avec l'assistance fréquente de M. Howard B. Henderson, Secrétaire Général de la Commission.

Les chapitres 4 et 5 tiennent d'introduction; mes résultats et conclusions devront attendre que les enquêtes et les travaux de recherche détaillés dans ces domaines, et qui ont été commandités, soient achevés.

Le chapitre 6 est plus long et donne une information détaillée sur l'offre et la demande d'enseignants et sur les programmes de formation d'enseignants dans les facultés d'éducation des universités et des collèges d'éducation des enseignants de l'Ontario à Toronto et à Hamilton. Comme indiqué, il est divisé en deux sections: la première donne des statistiques sur le contingent actuel d'enseignants et la deuxième donne des prévisions de l'offre et de la demande d'enseignants.

Le nombre du personnel enseignant actuellement employé est relié statistiquement d'une façon directe au nombre d'élèves à instruire (d'où le grand intérêt pour le REE, au rapport élève-enseignant, qui est souvent un item pour les négociations annuelles enseignants-conseils) et par conséquent, l'importance des effectifs détermine dans une grande mesure la demande d'enseignants. L'offre est liée à deux facteurs: le nombre d'enseignants qualifiés des années antérieures (et des autres juridictions) qui cherchent un poste d'enseignant pour l'année en question et le nombre des nouveaux diplômés d'instituts de formation d'enseignants. Dans des conditions normales, le

niveau de l'offre annuelle est directement en rapport avec l'importance de la source principale d'offre que constituent les nouveaux diplômés d'instituts de formation d'enseignants. Mais les conditions actuelles ne sont pas normales et la situation de l'offre est brouillée par la grande réserve d'enseignants déjà qualifiés qui cherchent un emploi. Le nombre exact de ceux-ci n'est pas connu, jusqu'ici tout au moins, malgré les grands efforts que nous avons consentis pour suivre la trace de ces gens à travers les sources officielles ainsi que celle de ceux qui, pour différentes raisons, sont allés chercher d'autres types d'emploi.

La description brève de l'historique de la formation des enseignants en Ontario nous a été transmise sous forme de rapports intérimaires par le docteur Willard Brehaut d'OISE et par le docteur Al Fiorino, expert-conseil au service de la Commission. Ceux-ci continuent leur travail et leur rapport final décrira en détail le développement de la formation des enseignants et des instituts de formation eux-mêmes.

Pour ce qui est de l'information statistique sur les facultés d'éducation et les collèges d'éducation des enseignants, nous devons beaucoup au groupe de planification d'OISE (au département de planification de l'éducation) sous la direction du docteur Watson et de monsieur Quazi, ainsi qu'aux rapports intérimaires de monsieur Bert Hansen, expert-conseil du Hansen Group of Management Consultants au service de la Commission.

Les données de base, d'où les tendances de l'offre et de la demande d'enseignants sont tirées, la description du contingent actuel d'enseignants classés par âge, sexe, expérience et qualifications et un grand nombre d'autres variables ont été fournies par quatre groupes principaux: les ministères de l'Education et des Collèges et Universités, la Fédération des Enseignants de l'Ontario et ses organismes affiliés (la Fédération des Professeurs d'Ecoles Secondaires de l'Ontario a été particulièrement serviable), Statistique Canada et les instituts de formation d'enseignants eux-mêmes. Sans ces données statistiques excellentes, sous forme de banques de données informatisées dans la plupart des cas, il ne nous aurait pas été possible d'étudier dans le détail les facteurs qui sont derrière les estimations annuelles d'offre et de demande. Je saisis cette occasion pour exprimer l'admiration que j'éprouve devant le travail qui est fait pour préparer et entretenir ces banques de données et pour remercier ces organismes et leurs responsables de nous avoir communiqué cette information. (Le secret des dossiers a été respecté, je puis vous l'assurer.)

Cependant, ce chapitre ne représente que la partie apparente de l'iceberg: ma Commission a entrepris une recherche importante sur les enseignants. Il ne fait aucun doute que les problèmes de contraction les plus sérieux sont d'ordre humain et ne concernent pas que les enseignants. Comme l'exprimait si bien le président du Conseil de l'éducation de Parry Sound West, "La baisse des effectifs - une condition humaine." J'espère sincèrement que nous causerons le moins de mal aux moins de personnes qu'il nous sera humainement possible.

L'avant dernier chapitre, le chapitre 7 s'attache au problème des locaux scolaires et en particulier aux bâtiments et terrains scolaires. Ce que nous avons là est une série de problèmes irritants centrés autour du concept de l'école en tant que centre communautaire et les ressentiments et la colère que provoque, avec raison souvent, le transport lointain d'enfants en bas âge.

Il suffit d'un accident de car scolaire pour qu'une grande colère se déchaîne. Malheureusement, il y en a eu plusieurs.

Nous avons tiré notre information de plusieurs sources pour étudier ce problème. Nous avons mis sur pied très tôt un groupe de travail sur les locaux scolaires, et une grande partie de l'information de ce chapitre est tirée de rapports intérimaires préparés par son président, M. Henderson, qui est le Secrétaire Général de la Commission, prêté par le ministère de l'Education où il servait en tant que directeur d'une des régions. Une partie de l'information qui illustre la sous-utilisation des bâtiments scolaires provient du rapport de recherche du TEAI auquel nous faisions référence plus haut. Le reste des statistiques, que nous citons, ont été préparées dans ce but par l'"équipe de prévision" du docteur Watson et de M. Quazi d'OISE en utilisant l'information fournie par le ministère de l'Education.

Le chapitre 8, chapitre final, discute des coûts de l'éducation et d'autres problèmes de financement de l'éducation et insiste sur le besoin de réviser l'arrangement aux niveaux provincial et local maintenant que nous sommes passés à une phase de contraction presqu'aussi rapide que l'expansion qui a précédé. Les différents items de dépenses et de sources de revenu ne sont pas abordés dans le détail à ce stade car la Commission n'a pas encore achevé toute la recherche qu'elle a entreprise à ce sujet. Cependant, ce chapitre revoit l'excellent travail de fond entrepris par le Comité sur le coût de l'Education et les études sur les subventions aux écoles, par le professeur E. Brock Rideout d'OISE, du professeur David Cameron de l'université de Dalhousie et par d'autres. Le travail est coordonné par le groupe de travail (finance) cité plus haut que préside le docteur Holland.

Une bonne partie de l'information sur le financement de l'éducation est basée sur des analyses des dépenses des systèmes scolaires locaux et sur la relation du financement provincial et du financement local qui provient presque entièrement des impôts immobiliers. Cependant, pour bien comprendre les coûts, il faut des analyses de dépenses au niveau de l'école et des fonds alloués par le conseil scolaire. Il est évident que le coût est une variable importante à considérer tout en n'étant pas forcément celle qui est la plus importante ou la plus critique dans toutes les situations où l'on doit décider de la fermeture (ou non) de certaines écoles. Par conséquent, des études importantes de ce genre ont été commanditées.

A la fin de chaque chapitre, nous avons tenté de donner une liste des questions et problèmes qui ont surgis ou qui nous ont été suggérés au cours de la période initiale de notre enquête. Ces listes sont données par points sans évaluation d'importance, ne prétendent pas être exhaustives et ne présagent pas nos conclusions, décisions et recommandations possibles au gouvernement. Elles attireront l'attention sur certaines questions critiques qui seront abordées, nous l'espérons, au cours des audiences publiques en mars, en avril et plus tard.

Un épilogue de forme plutôt inhabituelle conclut ce rapport intérimaire. Nous y donnons soigneusement les détails du cours futur de notre enquête y compris ceux des préparatifs pour les audiences publiques de mars et avril et ce que nous espérons en apprendre. Pour l'étape suivante, qui débute le 1er mars, nous avons fourni une description de la nature et du but de notre deuxième rapport intérimaire tel que nous comptons le présenter, qui identifiera les répercussions majeures de plusieurs facteurs liés à la baisse des

effectifs scolaires et qui discutera des autres solutions possibles aux problèmes qui se posent. Nous entendons publier ce rapport sous forme de Livre Blanc de la Commission en mai et probablement à la fin mai si les audiences publiques s'avèrent aussi utiles et stimulantes que nous le pensons. L'opinion publique sera sollicitée au sujet des solutions possibles; elle sera en fait recherchée activement et dûment considérée. D'autres audiences publiques seront tenues au besoin et des efforts sincères seront faits pour atteindre un consensus sur les problèmes majeurs et de base, tout au moins, dont dépend non seulement l'avenir de nos enfants mais aussi le nôtre. A moins d'autres retards dans l'obtention de statistiques et d'autre information, mon rapport final sera remis au ministre de l'Education au début de l'année scolaire prochaine qui débutera en 1978.

Chapitre 1

Le contexte de la baisse des effectifs en tant que problème politique

Les enfants constituent le sujet principal de ce chapitre et de ce rapport comme dans toute étude portant sur les établissements scolaires. De plus, les enfants ont un rôle important lorsqu'il s'agit de la qualité de la vie, de la survie nationale, de la conservation des ressources ou de la paix mondiale. Tout cela va sans dire, mais il est parfois difficile de garder cette idée à l'esprit lorsqu'il s'agit des écoles ontariennes et de la politique gouvernementale de 1978.

Nous sommes parfaitement conscients aujourd'hui que nous façonnons nos écoles d'après des principes de base d'économie, de sociologie et de science politique bien établis tout autant que nous les façonnons pour convenir à nos opinions sur la psychologie et la pédagogie. On ne peut envisager qu'un jour une politique de l'éducation soit séparée de nouveau du reste des affaires politiques. Il convient donc de considérer que le passé récent, le présent et l'avenir de nos établissements scolaires font partie de notre développement économique, de nos changements sociaux et de notre comportement politique.

Développement démographique

L'amour pour les enfants est un trait humain constant et universel, mais les attitudes populaires et les politiques gouvernementales envers un taux de natalité approprié est une variable assez sensible aux changements de l'environnement. A son tour, la variable elle-même a des effets à la fois immédiats et à long terme sur l'environnement. En fait, les taux de reproduction sont si importants pour le caractère et la destinée des sociétés, que

les gouvernements considèrent depuis longtemps et peut-être depuis toujours, que les conditions qui semblent influencer ces taux sont légitimement du ressort de la politique. Les activités gouvernementales portant sur les comportements reproductifs ont précédé dans le temps celles que l'on regroupe dans l'expression politique de l'éducation.

En général, les gouvernements encouragent les naissances. Il y a eu de nombreuses exceptions cependant, certaines visant à limiter les taux de reproduction de certains éléments ou de certaines classes de la population totale. Il est intéressant, et peut-être ironique, étant donné notre préoccupation actuelle au sujet de la baisse des effectifs scolaires, que certaines des premières rationalisations de philosophes politiques (tels que Malthus, Ricardo, N. Senior, J.S. Mill) sur l'enseignement public étaient, en fait, des polémiques à propos des politiques visant à ralentir la reproduction.[1] Au vingtième siècle, surtout depuis la deuxième guerre mondiale, certains gouvernements ont adopté des politiques pour limiter ou réduire la reproduction et les ont accompagnées d'efforts soutenus en vue de leur exécution.

De nombreuses questions peuvent être soulevées quant à l'efficacité des politiques pro-natalistes et anti-natalistes. Certaines politiques bien établies, telle que celle de la France avec ses constitutions du vingtième siècle, ont passé des lois qui se voulaient être pro-natalistes tandis que le taux de natalité baissait ou restait très bas. Dans certains de ces cas, la politique exprimée était en conflit avec le comportement de toutes les institutions importantes de la société, et même avec la politique, les politiques et la législation du même gouvernement dans d'autres domaines comme la fis-

---

[1] Blitz, R.C. "Some Classical Economists and Their Views on Education", Economia (Santiago, Chile), Vol. 72, (1961): 34-66. Plusieurs versions quelque peu revues ont été publiées dans des revues de langue anglaise.

calité, les droits de succession, l'éducation, et la distribution du revenu et du statut social.

Les attitudes vis-à-vis de la procréation sont liées aux conditions sociales et matérielles et à ce que l'on perçoit être les intérêts de l'individu, du groupe ou de la société. Il n'est pas surprenant que dans des sociétés séculières et démocratiques l'état ait à laisser de plus en plus le problème des vues divergentes à la discrétion des organismes ou des individus. Etant donné que ces sociétés deviennent de plus en plus séculières et leurs économies de plus en plus caractérisées par une "main d'oeuvre libre", c'est-à-dire, des travailleurs de plus en plus libérés des institutions, des conventions et des lois pouvant les brimer dans leur choix de consommation et les empêcher de saisir les occasions qu'ils perçoivent, le fait de laisser le problème aux organismes et aux individus revient de plus en plus à le laisser aux individus.

Il n'y a pas de doute que le développement d'un contraceptif oral "sûr et efficace", encouragé par une société américaine anti-progéniture[2] a contribué à la baisse rapide des naissances en 1961. On ne doit pas supposer, cependant, que cela explique la plus grande part de la baisse des taux de natalité. Des baisses comparables se sont produites ailleurs, notamment au Japon, avant la mise en vente libre de la pilule contraceptive. Et aujourd'hui, la pilule est critiquée quant à sa sûreté même par certains anti-natalistes de cette société, mais apparemment sans que cela n'influence d'une manière significative les taux de reproduction. L'avortement et d'autres moyens de contraception sont disponibles et utilisés. Le plus que l'on puisse dire,

---

[2]Nous faisons allusions à la "Planned Parenthood Federation of the U.S." dirigée par Margaret Sanger et aux travaux expérimentaux menant à l'évaluation positive du docteur John Rock. Voir D.H. Merkin, Pregnancy as a Disease, 1976.

c'est que la pilule a accéléré pour beaucoup de Canadiens le processus de libération d'inhibitions religieuses, politiques, esthétiques et éthiques concernant le retardement et la réduction de la reproduction à partir des années 1851 pour le Canada, et depuis 1881 pour l'Ontario.

TABLEAU 1.1

ENFANTS DE MOINS DE 5 ANS ET ENFANTS DE MOINS DE 10 ANS EN POURCENTAGE DE LA POPULATION TOTALE

ANNEE	CANADA					ONTARIO					
	Population totale	Enfants de moins de 5 ans (0-4)	%	Enfants de moins de 10 ans (0-9)	%	ANNEE	Population totale	Enfants de moins de 5 ans (0-4)	%	Enfants de moins de 10 ans (0-9)	%
1851	2,436,000	451,000	18.51	797,000	32.72						
1861	3,230,000	543,000	16.81	972,000	30.09						
1871	3,689,257					1871	1,620,851				
1881	4,325,000	599,000	13.85	1,161,000	26.84	1881	1,926,922	252,053	13.08	497,486	25.82
1891	4,833,239					1891	2,114,321				
1901	5,371,000	646,000	12.03	1,264,000	23.53	1901	2,182,947	224,814	10.30	455,382	20.86
1911	7,207,000	890,000	12.35	1,675,000	23.24	1911	2,527,292	263,266	10.42	507,431	20.08
1921	8,788,000	1,059,000	12.05	2,109,000	24.00	1921	2,933,662	301,809	10.29	609,670	20.78
1931	10,377,000	1,075,000	10.36	2,208,000	21.28	1931	3,431,683	307,711	8.97	640,699	18.67
1941	11,507,000	1,052,000	9.14	2,098,000	18.23	1941	3,787,655	297,924	7.87	599,439	15.83
1951	14,009,000	1,722,000	12.29	3,120,000	22.27	1951	4,597,542	514,722	11.20	914,014	19.88
1961	18,238,247	2,256,401	12.37	4,335,923	23.77	1961	6,236,092	740,193	11.87	1,414,712	22.69
1971	21,568,310	1,816,155	8.42	4,070,160	18.87	1971	7,703,105	637,255	8.27	1,420,770	18.44
1976	22,992,600	1,731,995	7.53	3,619,800	15.74	1976	8,264,465	607,205	7.35	1,275,020	15.43

Source: M.C. Urquhart, Editeur, Historical Statistics of Canada. Toronto: MacMillan du Canada, 1965, p. 16.

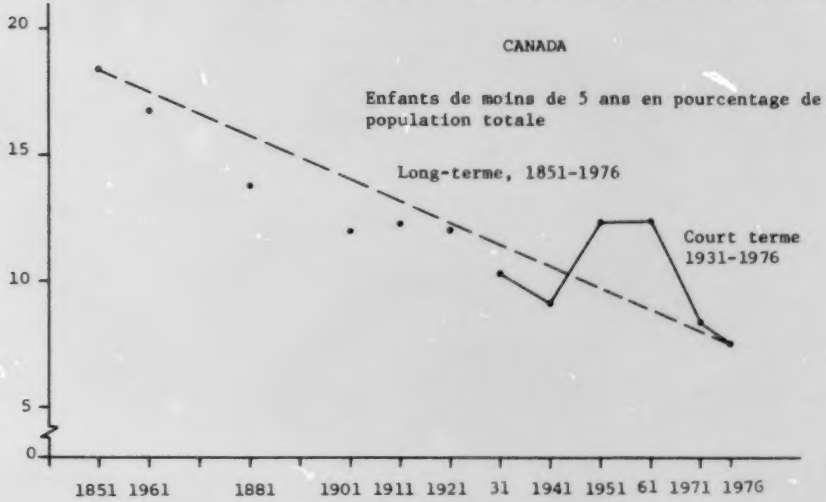
Recensement du Canada, 1971, Volume 1, 2è partie.
Recensement du Canada, 1941, Volume 3.
Statistiques non publiées - Canada, 1976.

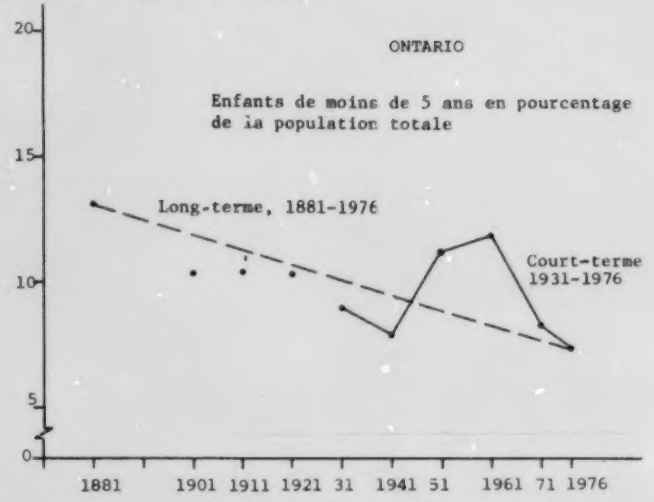
582

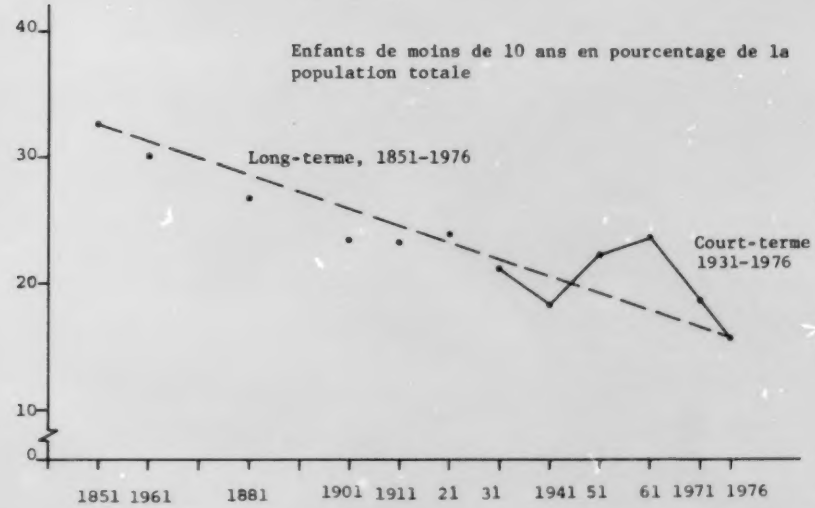
583

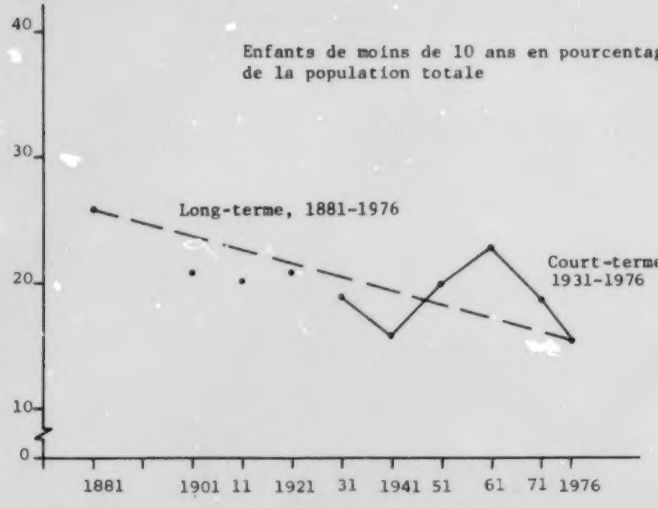
FIGURE 1.1

AUTRE VUE[1] DE LA DIMINUTION DE NOMBRE D'ENFANTS PAR RAPPORT A LA POPULATION TOTALE









[1] La ligne du long terme n'est qu'une ligne droite joignant les pourcentages de 1976 à ceux de 1851 (pour le Canada) et ceux de 1881 (pour l'Ontario). Ce n'est pas une ligne des carrés minimaux.

Source: Tableau 1

584

Conditions économiques

Les faibles effectifs scolaires, actuels et projetés, nous auraient moins surpris et nous causeraient moins de soucis s'ils n'avaient pas suivi de si près le chiffre record qui a résulté des taux élevés et croissants de natalité de la période allant de 1945 à 1961. De plus, même le traumatisme d'adaptation à ce que nous percevons être des changements soudains des effectifs scolaires, serait moindre s'il n'était pas associé à des problèmes économiques propres à notre époque.

Ce n'est pas chose facile que de savoir quels sont exactement nos problèmes économiques. On pourrait dire que l'économie de l'Ontario en 1978 "se porte bien" parce qu'elle fait vivre plus d'Ontariens que jamais, que les Ontariens produisent plus en termes réels que jamais et que le nombre et le pourcentage d'Ontariens employés, sont plus élevés que jamais auparavant. On pourrait dire aussi qu'elle "se porte mal" parce que la croissance du produit provincial brut était lamentablement loin de notre taux de croissance "escompté" ou normal de 1977 et de la plupart des projections faites en 1976. Les nombres et les pourcentages des personnes au chômage sont les plus élevés depuis la Grande Dépression. Les augmentations du produit par habitant et par travailleur sont très faibles depuis plusieurs années et un grand nombre de personnes ayant reçu une formation coûteuse ne trouvent pas de travail dans le domaine pour lequel elles sont qualifiées. Peut-être devons-nous attacher plus d'importance, dans le cas de la baisse des effectifs scolaires, à la relation entre les changements des coûts totaux et par habitant de l'éducation et aux changements du produit provincial brut, du revenu personnel total et par habitant, de l'indice des prix à la consommation et des revenus du gouvernement provincial.

Mais avant d'entrer dans les détails de la fiscalité tels que le PPB et

le RPDR, posons les bases brièvement, à l'aide de descriptions de quelques concepts importants. La comparaison des revenus de cette année avec ceux des années passées nous amène à exprimer les revenus en ce que nous appelons Termes "réels". Le revenu personnel disponible réel a été ajusté pour tenir compte des changements de prix, et le revenu personnel disponible réel par personne (RPDR/P) est le meilleur indicateur que nous ayons pour mesurer notre niveau de vie.

Le revenu personnel est le concept financier correspondant au revenu dérivé de tous les produits de l'activité économique revenant à nos citoyens. Il comprend, en gros, le salaire total, les revenus de location, les revenus d'affaires, les intérêts et les dividendes reçus par toutes les personnes de la province. La fiscalité prend une portion de ce revenu personnel pour le fonds public. Une certaine partie de l'argent imposé nous revient sous forme de paiements de transfert. Le revenu personnel moins les impôts, plus les paiements de transfert est le revenu disponible personnel.

Maintenant entrons dans le sujet.

La grande période d'expansion de l'enseignement en Ontario a commencé avant la fin des années 50 et a continué jusque dans les années 70, mais elle a été surtout caractéristique des années 60. Si nous limitons notre étude aux dix années fiscales de 1960-61 à 1969-70, incluses, nous trouvons des corrélatifs économiques intéressants particuliers à cette période.

Le tableau 1.2 donne les prévisions des dépenses de la province et des ministères, de la Santé et de l'Education (comprenant les Collèges et les Universités) pour les années 60 et d'autres années choisies avant et après. Il donne aussi les dépenses de ces deux ministères comme pourcentages des dépenses totales provinciales.

TABLEAU 1.2

SOMMES ESTIMEES DES DEPENSES PROVINCIALES
Santé, Education et Total

ANNEE	SANTE ($ million)	EDUCATION ($ million)	TOTAL ($ million)	SANTE (% du total)	EDUCATION (% du total)
1950-51	33	56	353	9.4	15.9
1955-56	53	92	569	9.3	16.2
1960-61	92	234	1007	9.1	23.2
1961-62	136	266	1135	12.0	23.4
1962-63	149	337	1254	11.9	26.9
1963-64	137	396	1369	10.0	28.9
1964-65	156	422	1459	10.7	28.9
1965-66	176	517	1871	9.4	27.6
1966-67	262	699	2323	11.3	30.1
1967-68	359	889	3084	11.6	28.8
1968-69	396	1162	3735	10.6	31.1
1969-70	398	1297	3990	10.0	32.5
1972-73	2028	1998	7071	28.7	28.3
1974-75	2342	2424	8917	26.3	27.2

Sources: Comptes publics,
Dépenses estimées de l'Ontario, plusieurs numéros.

Tiré des tableaux 4, 12, 13, pp. 12, 34, 35, de D.K. Foot.
Finance publique en Ontario, Conseil économique de l'Ontario, 1977.

TABLEAU 1.3

POPULATION, PRODUIT PROVINCIAL, REVENU PERSONNEL, ET DEPENSES PROVINCIALES/PRODUIT PROVINCIAL

ANNEE	POPULATION (millions)	PPB ($ milliards)	REVENU PERSONNEL ($ milliards)	DEPENSES ESTIMEES (% du PPB)	
					Année fiscale
1950	4.471	7.410	5.638	4.8	1950-51
1955	5.266	10.803	8.525	5.3	a.f. 1955-56
1960	6.111	14.638	11.923	6.9	a.f. 1960-61
1961	6.236	15.360	12.187	7.4	a.f. 1961-62
1962	6.351	16.335	13.098	7.7	a.f. 1962-63
1963	6.481	17.795	13.976	7.7	a.f. 1963-64
1964	6.631	19.543	15.030	7.5	a.f. 1964-65
1965	6.788	21.661	16.537	8.6	a.f. 1965-66
1966	6.961	24.473	18.655	9.5	a.f. 1966-67
1967	7.127	26.336	20.553	11.7	a.f. 1967-68
1968	7.262	29.215	22.844	12.8	a.f. 1968-69
1969	7.385	32.523	25.629	12.3	a.f. 1969-70
1972	7.825	42.400	33.835	16.7	a.f. 1972-73
1974	8.094	58.270	44.997	15.3	a.f. 1974-75

Tiré des tableaux I et IV, pp. 6 et 12, de Foot, 1977.

Le tableau 1.3 donne la population, le produit provincial brut (PPB) et le revenu personnel pour les années civiles correspondant approximativement aux années fiscales du tableau 1.2, plus les prévisions des dépenses comme pourcentage du PPB.

Pendant les années 60, les dépenses consacrées à l'éducation ont fait un pas de géant. Tandis que la population est passée de 6.111 millions à 7.385 millions (20.8%), et le PPB de $14.638 milliards à $32.523 milliards (122%), les dépenses pour l'éducation sont passées de 234 millions de dollars à $1.297 milliards (un fracassant 454%). Les prévisions du total des dépenses sont passées de $1.007 milliard à $3.990 milliards (296%).

Il fut un temps où l'Ontario pouvait prendre les décisions politiques nécessaires à la dépense d'une part plus grande d'un produit provincial croissant dans le secteur public et dépenser une très grande partie de cette part pour l'éducation et bénéficier cependant d'augmentations satisfaisantes du revenu personnel disponible réel par personne.

A l'échelle nationale, le revenu disponible réel par personne, qui avait augmenté à raison d'un taux annuel moyen de 1.66% entre 1955 et 1960, a augmenté les cinq années suivantes à raison d'un taux annuel moyen de 3.18% -- presque le double -- et de 3.20% entre 1965 et 1970.[3] Il a augmenté selon des taux tout aussi satisfaisants en Ontario. Le tableau 1.4 montre que la province a bénéficié de la croissance du RPDR par personne et qu'elle a dépassé celle de la nation dans les années 50 mais qu'au début des années 60 la croissance a été moindre que celle de la nation. A la fin des années 60, le RPDR par personne est passé à un taux dépassant le 3.0% à la fois en Ontario et à l'échelle nationale. Au début des années 70 la nation et la pro-

[3] Foot. D.K., et al., L'économie de l'Ontario, 1977-1987, p. 51.

TABLEAU 1.4

REVENU PERSONNEL DISPONIBLE PAR HABITANT, ONTARIO, 1950-73

ANNEE	POPULATION[1] (millions)	REVENU PERSONNEL DISPONIBLE ($milliards)	RPD PER CAPITA ($000)	INDICE DES PRIX A LA CONS.[1] (1961 = 100.0)	RPD REEL ($milliards)	RPD REEL PER CAPITA ($000)	CROISSANCE DU RPDR/C %	CROIS. ANNUELLE MOYENNE RPDR/C %
1950	4.471	5.208	1.165	79.6	6.543	1.463		
1951	4.598	5.916	1.287	88.0	6.723	1.462	0	
1952	4.788	6.467	1.351	90.2	7.170	1.497	2.3	
1953	4.941	6.860	1.388	89.4	7.673	1.553	3.6	2.1
1954	5.115	7.090	1.386	89.9	7.887	1.542	0	
1955	5.266	7.644	1.452	90.1	8.484	1,611	4.4	
1956	5.405	8.273	1.531	91.4	9.051	1.675	3.8	
1957	5.636	9.066	1.609	94.3	9.614	1.706	1.8	2.3
1958	5.821	9.745	1.674	96.8	10.067	1.729	1.3	
1959	5.969	10.167	1.703	97.9	10.385	1.740	.6	
1960	6.111	10.529	1.723	99.1	10.625	1.739	0	
1961	6.236	10.720	1.719	100.0	10.720	1.719	1.2	
1962	6.351	11.533	1.816	101.2	11.396	1.794	4.3	2.1
1963	6.481	12.320	1.901	103.0	11.961	1.846	2.8	
1964	6.631	13.106	1.976	104.8	12.506	1.886	2.1	
1965	6.788	14.301	2.107	107.4	13.316	1.962	3.8	
1966	6.961	15.850	2.277	111.4	14.228	2.044	4.0	
1967	7.127	17.233	2.418	115.4	14.933	2.095	2.4	3.3
1968	7.262	18.855	2.596	120.1	15.699	2.162	3.1	
1969	7.385	20.696	2.802	125.5	16.491	2.233	3.2	
1970	7.551	22.248	2.946	129.7	17.153	2.272	1.7	
1971	7.703	24.220	3.144	133.4	18.156	2.357	3.7	3.9
1972	7.825	26.929	3.441	139.8	19.263	2.462	4.4	
1973	7.939	31.175	3.927	150.5	20.714	2.609	5.9	

[1] Au 1er juin.

[2] Pour tout le Canada.

Source: Revue statistique de l'Ontario, plusieurs numéros.

Tiré de D.K. Foot, 1977, Tableau 37, p. 166 (adapté).

TABLEAU 1.5

ANNEE ET NIVEAU DES MAXIMA D'EFFECTIFS PAR PROVINCE[1]
(milliers d'étudiants)

ANNEE SCOLAIRE	T.N.	I.P.E.	N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ATLA.	C.B.	YUKON	T.N.O.	CANADA
1968-69								255.7					
1969-70					1,658.5								
1970-71		30.7	217.5				261.3						5,830.5
1971-72	163.7			177.1		2,083.9							
1972-73													
1973-74										573.8		12.6	
1974-75													
1975-76											5.0		
1976-77									451.4				

[1] Inclut les effectifs des classes spéciales des grades pré-élémentaires à 12 des écoles contrôlées publiquement dans toutes les provinces et des grades 13 en Ontario. Exclut les écoles des forces armées.

Source: 1968-1969 à 1975-1976 des Effectifs scolaires élémentaires-secondaires de Statistique Canada, 1976-1977.
1976-1977 à 1977-1978 de Statistiques avancées de l'éducation de Statistique Canada, 1977-1978.

Tiré d'un tableau préparé par Dr. Wilfred Brown, Directeur, Services Economiques, Fédération canadienne des enseignants pour le séminaire sur la baisse des effectifs, Ottawa, les 27-29 novembre 1977.

vince ont eu des taux de croissance du RPDR anormalement élevés résultant des taux élevés de croissance du PNB et du PPB. Le ralentissement de la croissance de la population accompagné des taux de croissance du RPDR anormalement élevés ont eu pour résultat des taux de croissance extraordinairement élevés du RPDR par personne.

A cause des taux élevés du RPDR par personne au début des années 70, la récession de 1974-75 et la reprise incertaine de 1976 et 1977 semblent d'autant plus graves que nos attentes sont influencées non seulement par les améliorations de notre niveau de vie des années 60 mais aussi par le renforcement de ces améliorations au début des années 70. Cependant, pendant les premières années de la baisse des effectifs scolaires, le gouvernement nous fait preuve d'une tolérance rare devant l'augmentation du coût unitaire et total de l'industrie de l'éducation et les premières solutions aux nouvelles conditions n'étaient en fait pas des solutions peut-être parce que nous avions succombé à la facilité pendant la période de prospérité. Les systèmes de l'enseignement élémentaire et secondaire et les facultés d'éducation n'ont guère changé depuis 1960. L'augmentation des coûts par unité de service était comparable ou plus grande que les augmentations associées à la période d'expansion rapide.

Cependant, cette solution progressive et lente n'a pas été liée à des effets intolérables sur l'amélioration du RPDR par personne. Le tableau 1.5 montre pourquoi. Il démontre comment la baisse des effectifs scolaires a coincidé avec les années de taux de croissance annuelle du RPDR/P extraordinairement élevés. La première province ayant atteint des effectifs scolaires record dans l'enseignement élémentaire et secondaire a été la Saskatchewan en 1968-69. Même sur la mauvaise pente, il restait plusieurs années d'affluence. Le Québec, qui est la plus grande province après l'Ontario, a atteint son

record en 1969-70. Le record des effectifs scolaires en Ontario s'est produit en 1971-72, époque à laquelle il ne restait plus que la Colombie Britannique et l'Alberta qui ne l'avaient pas connu. La Colombie Britannique a atteint son record en 1973-74 et l'Alberta ne l'a atteint qu'après le début de la récession du milieu des années 70.

Bien que ces dernières années aient été marquées par une nette amélioration de notre niveau de vie et bien qu'aucun de nos leaders économistes ne prévoie un retour à la situation de croissance semblable à celle d'avant la récession de 1974-75, on ne devrait pas en conclure que dans un futur proche nous aurons des taux d'augmentation du PPB et du RPDR par personne sensiblement plus bas que ceux des années 60. Le tableau 1.6 donne quelques indications optimistes en présentant l'histoire du comportement de neuf indicateurs économiques pour la décennie 1967-77 et les projections pour les années 1977-87.

L'augmentation moyenne du PPB réel (PPB ajusté) des années de prospérité 1967-72 a été nettement plus élevée que ce que nous avons connu dans le quinquennium désastreux 1972-77 de la récession, mais on prévoit que l'augmentation moyenne du PPB réel sera de 5.4% entre 1977 et 1982 et de 4.4% entre 1982 et 1987. Ceci correspond à des augmentations aussi élevées du RPDR par personne lors de la décennie 1967-77 et aux taux d'augmentation de cette variable pendant les années 1977-82 et 1982-87 qui peuvent se comparer favorablement à notre performance des périodes entre 1960-65 et 1965-70.

Cependant, cette augmentation du revenu disponible par personne est en grande partie due à des taux prévus d'emploi progressant plus rapidement que la population. En effet, une plus grande partie de la population devra être employée pour pouvoir bénéficier de ces taux d'augmentation du revenu disponible.

TABLEAU 1.6

LE CONTEXTE ECONOMIQUE DE LA PROVINCE, 1967 A 1987
(croissance annuelle moyenne en %)

	HISTOIRE		PREVISIONS	
	1967-72	1972-77[a]	1977-82	1982-87
Produit provincial réel brut[b]	6.1	3.6	5.4	4.4
Population	1.9	1.6	1.4	1.4
Immigration brute (milliers)	78	94	75	75
Main d'oeuvre	3.6	3.5	2.2	2.0
Emplois	3.2	3.0	2.4	2.1
Taux de chômage (%)	4.2	5.5	6.5	5.3
Revenu personnel disponible réel par personne	4.2	4.0	3.3	3.3
Revenu personnel disponible par personne employée	2.8	2.6	2.3	2.5
Surplus du gouvernement (Ontario) ou déficit ($ milliards)	-0.21	-1.25	-2.94	-8.35

[a] Valeurs estimées au besoin

[b] Actualisé

Source: Institut d'analyse des politiques

D.K. Foot, "Ressources et contraintes: l'éducation publique et le contexte économique en Ontario, 1978-1987", article préparé pour la Commission sur la baisse des effectifs, janvier 1978.

A l'heure actuelle, la main d'oeuvre croît plus vite que la population. Les taux de croissance annuelle moyens de la main d'oeuvre de 3.6% entre 1967 et 1972 et de 3.5% entre 1972 et 1977 étaient accompagnés de gains d'emplois annuels moyens de 3.2% et 3.0%. On prévoit que la main d'oeuvre continuera à augmenter plus vite que la population entre 1977 et 1982 et entre 1982 et 1987, mais on prévoit aussi que le nombre des emplois augmentera un peu plus rapidement que la main d'oeuvre.

Tout ceci signifie que bien que les taux de chômage seront probablement en moyenne de un pour cent plus élevés pendant la période actuelle 1977-82 que pendant la période précédente 1972-77 et bien que ces taux pour la période 1982-87 seront élevés par rapport à ceux des années 60, les taux moyens de chômage des années 1977-82 seront supérieurs à ceux de 1977 (voir tableau 1.7), et ceux de 1982-97 devraient être un peu plus élevés que ceux des années 1972-77.

De plus, l'augmentation du RPDR par personne employée en 1972-77 a été inférieure à celle de 1967-72 et on ne prévoit pas de retour à ce niveau d'ici une dizaine d'années. Cela revient à dire qu'une amélioration continue de notre niveau de vie comparable à celle des années 60 dépend d'une proportion de plus en plus grande de la population employée. Ces projections révèlent aussi que les taux de croissance du revenu disponible réel par personne et par travailleur dépendent des déficits de plus en plus importants du gouvernement provincial (ou y sont tout au moins associés).

Les statistiques concernant l'emploi et le chômage sont notoires pour les diverses interprétations qu'on en fait et les conclusions qu'on en tire au sujet de la politique gouvernementale. Cependant, ces statistiques et ces projections ne sont données que dans le contexte du déclin des effectifs

TABLEAU 1.7

TAUX DE CHOMAGE PAR AGE, ONTARIO, 1956-77

ANNEE	TOTAL				
	Tous âges	14-19	20-24	25-44	45+
1956	2.4	4.3	3.2	2.0	2.1
1957	3.4	6.4	5.1	2.9	2.7
1958	5.4	11.2	8.0	4.6	4.2
1959	4.5	9.5	5.5	3.7	3.9
1960	5.4	11.4	6.9	4.5	4.5
1961	5.5	10.9	7.2	4.6	4.8
1962	4.3	9.9	5.4	3.5	3.8
1963	3.8	9.9	4.9	2.9	3.2
1964	3.2	8.7	3.9	2.4	2.7
1965	2.5	6.7	3.0	1.7	2.3
1966	2.5	6.7	3.4	1.7	2.2
1967	3.1	8.1	3.9	2.5	2.4
1968	3.5	9.2	4.7	2.6	2.6
1969	3.1	8.2	3.9	2.3	2.6
1970	4.3	10.8	6.0	3.2	3.0
1971	5.2	13.1	7.9	3.6	3.8
1972	4.8	11.3	7.6	3.4	3.5
1973	4.0	9.3	6.7	3.0	2.6
1974	4.1	9.2	6.5	3.1	2.7
1975	6.3	(11.2% age 15-24)			
1976	6.2	(11.2% age 15-24)			
1977	7.0*				

Source: Statistique Canada: Enquête mensuelle sur la main d'oeuvre (jusqu'en 1974); Revue statistique canadienne (1975, 1976, et et 1977 partiel); Budget de l'Ontario 1977 (âges 15-24, 1975, 1976).

* Moyenne des 11 premiers mois.

scolaires et aucune relation de cause a effet entre le déclin des effectifs scolaires et les taux de chômage globaux, n'est certes suggérée ici.

Il sera précisé dans la partie ci-dessous concernant les finances publiques ainsi que dans le dernier chapitre de ce rapport que les augmentations rapides des coûts totaux de l'éducation des dernières décennies n'ont pas été en général une conséquence de l'augmentation des effectifs scolaires. A moins de supposer de remarquables diséconomies d'échelle pour l'industrie de l'éducation, nous devons supposer que la majeure partie de l'augmentation des dépenses a été due aux augmentations des salaires totaux, en particulier des salaires des enseignants. L'amélioration des salaires et les rapports changeants enseignants-étudiants ont contribué à l'augmentation de la masse salariale totale. Bien que l'inflation générale, on le verra, explique la majeure partie de ces augmentations de salaires, les enseignants ont en fait bénéficié d'une amélioration de salaire relative et réelle.

Evidemment, on pourrait s'attendre à ce que l'amélioration des salaires des enseignants ait été liée au fait que l'enseignement a fait appel à un plus grand nombre de personnes en un laps de temps assez court. Cependant, il faudrait s'attendre également à ce que la mesure de cette amélioration ait été déterminée par les possibilités d'emploi offertes dans d'autres domaines à des personnes possédant un niveau d'instruction et des qualifications comparables à ceux des enseignants.

Le tableau 1.2 ci-dessus montre que tout au long des années 60, lorsque les dépenses en matières d'éducation ont augmenté de 23.2% à 32.5% des dépenses provinciales, les dépenses du ministère de la Santé ont très peu varié. Le pourcentage a été légèrement plus élevé pendant certaines des années 60 qu'à la fin et au début de la décennie, mais proche des 9.1% de l'année 1960-61

et des 10.0% de l'année 1969-70. Aujourd'hui, le pourcentage des dépenses dans le secteur de la Santé par rapport au total des dépenses de la province est plus élevé que celui de l'Education et les dépenses pour la Santé et l'Education représentent plus de la moitié du budget provincial. Les exigences concurrentielles de la Santé et de l'Education, individuellement et conjointement sont un aspect intéressant de l'économie et de la politique contemporaines. Mais le phénomène d'augmentation des dépenses pour la Santé des années 70, comme celui de l'augmentation des offres d'emplois dans le secteur public pendant les années 60, sera considéré comme étant du domaine des finances publiques plutôt qu'un aspect des conditions économiques générales.

Ainsi, les remarques récapitulatives suivantes au sujet des conditions économiques générales entrant dans le contexte des effectifs scolaires, se limitent à juste titre à des généralisations au sujet des développements concernant le produit provincial brut et le revenu disponible personnel par personne et par travailleur.

Nous avons déjà vu que le milieu des années 70 (1972-1977) a été une période de croissance annuelle moyenne du PPB réel (3.6%) plus faible que la croissance à laquelle nous nous sommes habitués dans les années 60 et au début des années 70 (6.1% en moyenne pour 1967-72). Cette augmentation du PPB réel a été accompagnée d'une croissance annuelle moyenne de la population (1.6%) qui a été faible par rapport aux chiffres de 1960 (moyenne annuelle de 2.1%). Ces augmentations du PPB et de la population, accompagnées d'un taux d'augmentation plus faible des dépenses publiques en tant que pourcentage du PPB (voir tableau 1.3), ont fourni une augmentation annuelle moyenne de 4.0% pour 1972-77 du RPDR par personne comparée à 4.2% pour 1967-72. Les taux projetés de croissance annuelle moyenne du PPB mentionnés ci-dessus, de 5.4%

et 4.4% pour 1977-82 et 1982-87, respectivement, combinés aux taux projetés de croissance moyenne de la population de 1.4% tout au long de ces deux périodes devraient entraîner des taux de croissance moyenne annuelle du revenu disponible réel par personne de 3.3% pendant ces dix années.

Cependant, le maintien projeté des taux d'augmentation du RPDR/P pour les dix années à venir comparables à ceux de la fin des années 60 dépend d'

- une augmentation lente de la population (1.4%)
- une augmentation beaucoup plus rapide de la main d'oeuvre (2.1%)
- une augmentation de la main d'oeuvre employée légèrement plus rapide que celle de la main d'oeuvre disponible (c'est-à-dire une réduction lente des taux de chômage)
- une augmentation des dépenses gouvernementales plus lente que les moyennes passées
- une augmentation des déficits du gouvernement provincial.

Si nous supposons qu'il prévaut une réelle détermination à maintenir les taux d'amélioration de notre niveau de vie, nous pouvons nous attendre à ce que la réduction des demandes de services de la part du secteur de l'éducation (c'est-à-dire la baisse des effectifs scolaires) soit accompagnée d'une réduction correspondante des demandes de celui-ci au gouvernement, en matière de dépenses. Une telle détermination peut exister en fait, si on en juge par une propension générale à accepter la baisse des augmentations moyennes annuelles du RPDR par travailleur, ce qui semble être lié au maintien relativement élevé du RPDR par personne.

Les décisions de la finance publique

Nos écoles publiques auraient sans nul doute répondu d'une façon différente à l'augmentation des demandes d'inscription due aux taux élevés de

naissances de la fin des années 40 et des années 50, si les conditions économiques à l'échelle nationale et provinciale avaient été différentes. Mais ni le développement démographique ni les conditions économiques n'ont déterminé l'avenir de nos écoles. Le genre, les coûts et même l'échelle des opérations de notre système scolaire sont le prouuit de décisions politiques prises principalement par les conseils scolaires et par le gouvernement provincial. Le gouvernement provincial a presque la responsabilité des décisions concernant la politique des conseils scolaires, puisque la province établit la politique qui détermine l'autorité et l'autonomie des conseils scolaires. Tout ceci pour dire que notre système scolaire est le résultat de décisions politiques prises par un gouvernement responsable devant une assemblée législative démocratique élue.

L'échelle et la complexité du système scolaire entier de la province sont telles qu'il n'est pas chose facile de le décrire, encore moins de l'administrer ou de contrôler et diriger son évolution. Comme pour tout système complexe, nous ne pouvons en connaître qu'une petite partie par expérience directe. Ce que nous en apprenons, nous l'apprenons surtout à partir d'abstractions. Ceux qui l'administrent, le contrôlent ou le guident dépendent aussi d'abstractions, dont la plupart se trouvent sur papier ou sur bandes magnétiques d'ordinateur et qui sont en général un reflet plus ou moins parfait de la réalité. Quelques éléments du système sont représentés en tant que courants et réserves d'étudiants, schémas d'organisation, réseau hiérarchique, inventaires de biens et de capital et systèmes de communication. Les abstractions du système existent aussi sous forme de comptes, états financiers et budgets. Ces documents financiers sont virtuellement les abstractions les plus globales complètes et entières qui soient disponibles. Au mieux, ils peuvent représenter le système d'une manière abstraite sous forme de l'ensem-

ble de flux financiers se rapportant à toutes ces activités internes et à ses relations externes.

En tout cas, il est rare qu'on décide de contrôler, d'influencer ou même de se renseigner sur une grande organisation moderne sans recourir à ces abstractions financières. Dans l'activité publique elles sont probablement des connotations universelles du terme finances publiques.

Les finances publiques peuvent aussi être perçues comme un instrument, peut-être l'instrument principal de la politique gouvernementale. Dans ce sens, les abstractions financières des activités publiques, et du gouvernement même, existent pour faciliter l'exécution des décisions, décisions portant sur l'allocation des revenus publics parmi les demandes concurrentielles pour les biens et services publics, et sur le niveau des revenus publics à lever ainsi que sur la répartition du fardeau des impôts en rapport.

Enfin, il doit aussi être dit que les finances publiques sont une science. Elle représente la partie des sciences économiques qui étudie notre comportement économique dans la communauté et les déterminants sociologiques des variations de ce comportement ainsi que de la redistribution du revenu.

Dans une large mesure, tout effort conscient visant à diriger l'évolution de notre système d'éducation demande de l'examiner à l'aide d'abstractions financières et d'essayer de déterminer certaines de ses activités en influençant l'allocation de fonds au système ou à l'intérieur du système. Dans une moindre mesure, on peut renverser cet ordre. Nous pouvons étudier les changements de l'allocation de fonds à l'éducation et à l'intérieur de son système et ensuite discuter les efforts visant à diriger l'évolution du système qui a poussé à ces changements.

Les tableaux 1.2 et 1.3 montrent que les dépenses provinciales totales (plus précisément les chiffres prévus pour les dépenses et qui peuvent différer considérablement dans une année fiscale des dépenses qui sont vraiment faites, mais qui constituent une meilleure approximation lorsqu'ils correspondent à une série d'années successives) sont passées de $353 millions en 1950-51 à $8.917 milliards en 1974-75. Les dépenses pour l'éducation (chiffres prévus) sont passées de $33 millions en 1950-51 à $2.342 milliards en 1974-75 et de 15.9% des dépenses totales en 1950-51 à 27.2% en 1974-75 après avoir atteint un record de 32.5% en 1969-70.

Ces tableaux comprennent les dépenses pour les universités et collèges mais ne comprennent pas les dépenses pour l'enseignement élémentaire et secondaire ni celles des conseils scolaires financées par d'autres aides que l'aide provinciale. Le tableau 1.8 donne un historique des dépenses du conseil scolaire pour la province de 1945 à 1972 et les pourcentages des augmentations annuelles.

Le pourcentage d'augmentation annuelle "à deux chiffres" est devenu la norme pour les dépenses de l'enseignement primaire en 1947 et pour les dépenses de l'enseignement secondaire en 1946. Les augmentations pour l'enseignement élémentaire, respectivement de 7.86% et 8.51% en 1971 et 1972, ont été les plus faibles depuis 1947 à l'exception de l'année 1962 (7.63%) et 1963 (3.35%). Les augmentations de 9.24% et 8.76% pour l'enseignement secondaire en 1971 et 1972 ont été les plus faibles depuis 1944 à l'exception de 1953 (6.19%).

Le tableau 1.9 montre la part des dépenses des conseils scolaires, couverte par des subventions, pour les écoles élémentaires et secondaires pendant les mêmes années. Les subventions totales de l'enseignement élémentaire et

TABLEAU 1.8

AUGMENTATION DES DEPENSES DES CONSEILS SCOLAIRES

1942 A 1972 INCLUS

ANNEE	TOTAL ELEMENTAIRE			SECONDAIRE			TOTAL ELEMENTAIRE ET SECONDAIRE		
	Dépenses	Augmentation	Augmentation %	Dépenses	Augmentation	Augmentation %	Dépenses	Augmentation	Augmentation %
1942	$ 35,891,261	$ -	-	$ 17,053,819	$ -	-	$ 52,945,080	$ -	-
1943	36,917,655	1,026,394	2.86	17,271,477	217,658	1.28	54,189,132	1,244,052	2.35
1944	39,855,269	2,937,614	7.96	17,944,262	672,785	3.90	57,799,531	3,610,399	6.66
1945	42,853,352	2,998,083	7.52	19,673,618	1,729,356	9.64	62,526,970	4,727,439	8.18
1946	46,382,040	3,528,688	8.23	22,017,952	2,344,334	11.92	68,399,992	5,873,022	9.39
1947	53,463,128	7,081,088	15.27	25,336,336	3,318,384	15.07	78,799,464	10,399,472	15.20
1948	61,488,236	8,025,108	15.01	28,698,045	3,361,709	13.27	90,186,281	11,386,817	14.45
1949	67,906,010	6,417,774	10.44	32,193,261	3,495,216	12.18	100,099,271	9,912,990	10.99
1950	77,632,869	9,726,859	14.32	35,404,022	3,210,761	9.97	113,036,891	12,937,620	12.93
1951	94,261,615	16,628,746	21.42	42,178,906	6,774,884	19.14	136,440,521	23,403,630	20.70
1952	108,722,126	14,460,511	15.34	48,891,066	6,712,160	15.91	157,613,192	21,172,671	15.52
1953	119,543,551	10,821,425	9.95	51,916,371	3,025,305	6.19	171,459,922	13,846,730	8.79
1954	134,462,259	14,918,708	12.48	58,751,193	6,834,822	13.17	193,213,452	21,753,530	12.69
1955	161,116,710	26,654,451	19.82	76,208,966	17,457,773	29.72	237,325,676	44,112,224	22.83
1956	182,063,242	20,946,532	13.00	86,103,855	9,894,889	12.98	268,167,097	30,841,421	13.00
1957	206,488,438	24,425,196	13.42	99,709,745	13,605,890	15.80	306,198,183	38,031,086	14.18
1958	235,921,547	29,533,109	14.30	117,359,610	17,649,865	17.70	353,281,157	47,082,974	15.38
1959	270,824,178	34,902,631	14.79	139,770,695	22,411,085	19.10	410,594,873	57,313,716	16.22
1960	299,000,401	28,176,223	10.40	155,623,200	15,852,505	11.34	454,623,601	44,028,728	10.72
1961	324,734,661	25,734,260	8.61	177,960,689	22,337,489	14.35	502,695,350	48,071,749	10.57
1962	349,503,369	24,768,708	7.63	200,318,988	22,358,299	12.56	549,822,357	47,127,007	9.38
1963	361,192,884	11,689,515	3.35	221,967,844	21,648,856	10.81	583,160,728	33,338,371	6.06
1964	408,734,000	47,541,116	13.16	264,919,000	42,951,156	19.35	673,653,000	90,492,272	15.52
1965	456,842,000	48,108,000	11.77	300,992,000	36,073,000	13.62	757,834,000	84,181,000	12.50
1966	527,084,000	70,242,000	15.38	351,363,000	50,371,000	16.74	878,447,000	120,613,000	15.92
1967	618,718,000	91,634,000	17.39	492,424,000	78,061,000	22.22	1,048,142,000	169,695,000	19.32
1968	748,963,000	130,245,000	21.05	513,417,000	83,993,000	19.56	1,262,380,000	214,238,000	20.44
1969	854,029,000	105,066,000	14.03	603,025,000	89,608,000	17.45	1,457,054,000	194,674,000	15.42
1970	975,145,000	121,116,000	14.18	685,876,000	82,851,000	13.74	1,661,021,000	203,967,000	14.00
1971	1,051,785,000	76,640,000	7.86	749,470,000	63,594,000	9.27	1,801,255,000	140,234,000	8.44
1972	1,141,318,000	89,533,000	8.51	815,142,000	65,672,000	8.76	1,956,460,000	155,205,000	8.62

Source: Rapports du Ministre de l'Education, chiffres ajustés pour comparaison.

Tiré du Comité sur le coût de l'éducation. Rapport intérimaire No. 1, 1975, p. 69.

TABLEAU 1.9

DEPENSES DES CONSEILS SCOLAIRES ET SUBVENTION LEGISLATIVE GENERALE
1942 A 1972

ANNEE	TOTAL ELEMENTAIRE			SECONDAIRE			TOTAL ELEMENTAIRE ET SECONDAIRE		
	Dépenses	Subvention	% Subvention	Dépenses	Subvention	% Subvention	Dépenses	Subvention	% Subvention
1942	$ 35,891,261	$ 5,597,680	15.60	$ 17,053,819	$ 2,012,217	11.80	$ 52,945,080	$ 7,609,897	14.37
1943	36,917,655	6,119,702	16.58	17,271,477	1,984,695	11.49	54,189,132	8,104,397	14.96
1944	39,855,269	6,758,188	16.96	17,944,262	2,063,208	11.50	57,799,531	8,821,396	15.26
1945	42,853,352	17,810,944	41.56	19,673,618	8,667,969	44.06	62,526,970	26,478,913	42.35
1946	46,382,040	19,412,951	41.85	22,017,952	9,883,576	44.89	68,399,992	29,296,527	42.83
1947	53,463,128	19,488,153	36.45	25,336,336	10,723,572	42.32	78,799,464	30,211,725	38.34
1948	61,488,236	20,267,473	32.96	28,698,045	12,318,062	42.92	90,186,281	32,585,535	36.13
1949	67,906,010	24,378,235	35.90	32,193,261	13,220,202	41.07	100,099,271	37,598,437	37.56
1950	77,632,869	28,525,530	36.74	35,404,022	14,141,891	39.94	113,036,891	42,667,421	37.75
1951	94,261,615	31,635,972	33.56	42,178,906	15,727,445	37.29	136,440,521	47,363,417	34.71
1952	108,722,126	36,430,319	33.51	48,891,066	17,548,308	35.89	157,613,192	53,978,627	34.25
1953	119,543,551	38,438,156	32.15	51,916,371	19,453,389	37.47	171,459,922	57,891,545	33.76
1954	134,462,259	45,766,891	34.04	58,751,193	22,200,115	37.78	193,213,452	67,967,006	35.18
1955	161,116,710	49,777,520	30.90	76,208,966	22,584,611	29.63	237,325,676	72,362,131	30.49
1956	182,063,242	54,887,350	30.15	86,103,855	24,302,130	28.22	268,167,097	79,189,480	29.53
1957	206,488,438	67,861,608	32.87	99,709,745	29,115,931	29.20	306,198,183	96,977,539	31.67
1958	235,921,547	87,944,813	37.28	117,359,610	40,381,114	34.40	353,281,157	128,325,927	36.32
1959	270,824,178	100,321,319	37.04	139,770,695	48,264,763	34.53	410,594,873	148,586,082	36.19
1960	299,000,401	107,702,554	36.02	155,623,200	51,259,978	32.94	454,623,601	158,962,532	34.97
1961	324,734,661	121,576,596	37.44	177,960,689	59,969,896	33.70	502,695,350	181,546,492	36.12
1962	349,503,369	138,590,992	39.65	200,318,988	61,863,827	30.88	549,822,357	200,454,819	36.46
1963	361,192,884	154,005,981	42.64	221,967,844	76,038,948	34.26	583,160,728	230,044,929	39.45
1964	408,734,000	185,402,000	45.36	264,919,000	100,339,000	37.88	673,653,000	285,741,000	42.42
1965	456,842,000	206,050,000	45.10	300,992,000	119,911,000	39.84	757,834,000	325,961,000	43.01
1966	527,084,000	238,596,000	45.27	351,363,000	140,090,000	39.87	878,447,000	378,686,000	43.11
1967	618,718,000	292,937,000	47.35	429,424,000	167,663,000	39.04	1,048,142,000	460,600,000	43.94
1968	748,963,000	368,818,000	49.24	513,417,000	188,589,000	36.73	1,262,380,000	557,407,000	44.16
1969	854,029,000	426,809,000	50.00	603,025,000	252,777,000	41.92	1,457,054,000	679,586,000	46.64
1970	975,145,000	511,440,000	52.45	685,876,000	333,139,000	48.57	1,661,021,000	844,579,000	50.85
1971	1,051,785,000	601,414,000	57.18	749,470,000	411,090,000	54.85	1,801,255,000	1,012,504,000	56.21
1972	1,141,318,000	687,358,000	60.23	815,142,000	467,833,000	57.93	1,956,460,000	1,155,191,000	59.05

Source: Rapports du Ministère de l'éducation, chiffres ajustés pour comparaison.

Tiré du Comité sur le coût de l'éducation. Rapport intérimaire No. 7, 1975, p. 84.

607

608

secondaire sont passées de 7,609,897 dollars en 1942 à 1,155,191,000 dollars en 1972 et de 14.37% en 1942 les dépenses des conseils scolaires sont passées à 59.05% en 1972. Après une augmentation de 15.26% en 1944 à 42.35% en 1945, les subventions sont tombées en-dessous de 30% une fois seulement (29.53% en 1956). Les subventions ont représenté presque le même pourcentage des dépenses totales en 1964 qu'en 1945 (42.42% et 42.35% respectivement); elles sont passées très lentement à 44.16% en 1968 et puis, en quatre étapes annuelles, sont montées à 59.05% en 1972. Ni les années d'augmentation prononcée des dépenses totales provinciales, ni les années de contribution provinciale plus grande aux dépenses des conseils scolaires ne correspondent d'une façon nette aux années d'augmentation rapide des effectifs scolaires. (Comparer les tableaux 1.8 et 1.9 avec les taux d'augmentation des effectifs scolaires du tableau 1.12).

L'échelle d'opération explique en partie bien sûr l'augmentation rapide des dépenses. Le tableau 1.10 montre que les effectifs scolaires totaux de l'enseignement élémentaire et secondaire qui ont augmenté de 50% de 1869-70 à 1944-45 (bien qu'ils aient été légèrement plus élevés à la fin des années 20 et dans les années 30) ont augmenté de plus de 200% entre 1944-1945 et 1974-1975. Le nombre total des enseignants a augmenté d'environ 330%.

Cependant, il est évident que l'augmentation des effectifs scolaires n'explique pas totalement l'augmentation des dépenses scolaires qui ont caractérisé l'après-guerre.

> Une étude récente, concernant le Canada en entier de 1957 à 1976, estime que moins de 20 pour cent de l'augmentation totale des dépenses de l'enseignement élémentaire et secondaire peut être attribuée à une augmentation des effectifs scolaires (Perry, 1977). Un rapport précédent concernant l'Ontario seul révèle des résultats similaires (Cameron, 1972, 84). L'augmentation la plus rapide des dépenses de la province pour l'éducation a eu lieu au début des années 60. Par exemple (Foot, 1977): une

TABLEAU 1.10

EFFECTIFS ET ENSEIGNANTS DANS LES ECOLES SOUS CONTROLE PUBLIC
ONTARIO, 1870 A 1975

ANNEE	EFFECTIFS ('000)			ENSEIGNANTS ('000)		
	Total	Elémentaire	Secondaire	Total	Hommes	Femmes
1869-70	433.3	351.2	--	5.2	2.8	2.4
1874-75	490.0	465.5	24.5	5.4	2.6	2.8
1879-80	496.0	467.9	28.0	7.4	3.3	4.1
1884-85	486.7	463.3	23.4	8.0	2.7	5.3
1889-90	516.0	484.2	31.8	9.2	2.7	6.5
1894-95	518.7	476.1	42.6	10.2	2.8	7.4
1899-00	495.5	456.3	39.2	10.8	2.6	8.2
1904-05	487.6	442.7	45.0	10.6	2.5	8.1
1909-10	510.7	464.0	46.7	11.7	2.2	9.5
1914-15	571.4	516.5	52.5	13.5	2.3	11.2
1919-20	--	558.8	--	15.3	2.2	13.1
1924-25	658.9	574.5	82.5	18.0	3.1	14.9
1929-30	706.4	606.9	98.6	20.1	4.0	16.1
1934-35	678.2	552.6	118.9	21.4	5.5	15.9
1939-40	663.7	527.7	127.3	22.0	6.5	15.5
1944-45	651.0	525.0	118.4	21.8	4.8	17.0
1949-50	745.3	604.1	134.8	25.1	7.4	17.7
1954-55	979.6	803.6	169.0	33.0	10.0	23.0
1959-60	1319.2	1081.6	237.6	45.4	14.4	30.9
1964-65	1673.8	1278.5	395.3	64.1	25.0	39.1
1969-70	1986.8	1456.1	530.7	89.9	36.0	53.8
1974-75	1994.5	1404.8	589.7	94.2	42.0	52.2

Sources: M.C. Urquhart et K. Buckley, Histoire statistique du Canada; Statistique de l'Ontario, 1976, Tableau 6.7; et Statistique Canada, No. 81.202.

Tiré de D. Stager, "Salaires des enseignants de l'élémentaire et du secondaire 1900 à 1975", article préparé par la Commission sur la baisse des effectifs scolaires, février 1978, p. 40.

> analyse détaillée de cette période attribue 12 pour cent seulement de cette augmentation, à l'augmentation des effectifs scolaires (Selby-Smith et Skolnik, 1969). La majeure partie de la récente augmentation rapide des dépenses pour l'éducation, a dû être la conséquence, soit de l'augmentation des coûts (résultant de l'inflation générale ou de l'augmentation des revenus réels des enseignants), soit de l'augmentation de la qualité (c'est-à-dire rapports élèves-enseignants plus faibles).[4]

Le tableau 1.11 montre que les salaires des enseignants ont, en effet, augmenté très rapidement après la guerre. Le salaire médian de tous les enseignants en 1975-76 était dix fois ce qu'il était en 1944-45. Le salaire médian des enseignants du secondaire avait augmenté de plus de sept fois et celui des enseignants de l'élémentaire de onze fois environ.

Ces augmentations sont beaucoup moins frappantes si on les compare au comportement des salaires en général. Pour les années 1945-46 à 1974-75 (deux années de moins que dans la série du tableau 1.11), le revenu moyen de tous les employés de l'Ontario contribuant leurs impôts est passé de $1,885 à $12,284 (6 fois et demie).[5]

Bien que le dernier chapitre de ce rapport s'attardera plus sur la question des salaires des enseignants et des coûts de l'éducation on peut cependant dire ici que les salaires des enseignants n'ont pas seulement augmenté très rapidement depuis 1945 environ, mais qu'ils ont, en général, fait bénéficier les enseignants d'augmentations excédant les changements de l'indice des prix à la consommation (voir Stager, 1978). Il faut dire aussi que la plupart des catégories d'enseignants ont probablement bénéficié d'une amélioration des salaires relatifs lors de cette période, bien que cette assertion soit le sujet de certaines restrictions (voir Stager, 1978, pp. 8-12).

---

[4] Bird, R.M., Le financement de l'Education en Ontario: Questions et choix, article préparé pour la Commission sur la baisse des effectifs scolaires, janvier 1978.

[5] Stager, D., 1978, p. 21.

TABLEAU 1.11

SALAIRES MEDIANS, ECOLES PUBLIQUES ET SEPAREES, ELEMENTAIRES ET SECONDAIRES
ENSEIGNANTS ET PRINCIPAUX, ONTARIO, 1944 A 1976

ANNEE	Public			Séparé			Secondaire			Tous enseignants
	Hommes	Femmes	Total	Hommes	Femmes	Total	Hommes	Femmes	Total	Total
1944-45	$1746	$1122	$1176	$1043	$ 879	$892	$2607	$1992	$2308	$1301
1945-46	1822	1217	1258	1101	964	979	2725	2022	2374	1413
1946-47	1953	1415	1479	1305	1044	1083	2782	2225	2524	1514
1947-48	2205	1677	1720	1493	1182	1202	3002	2517	2793	1797
1948-49	2328	1814	1885	1676	1291	1323	3205	2722	2992	1974
1949-50	2543	1979	2001	1797	1387	1426	3382	2941	3196	2109
1950-51	"	"	"	"	"	"	"	"	"	2217
1951-52	"	"	"	"	"	"	"	"	"	2545
1952-53	3132	2549	2655	2196	1797	1813	4390	3907	4201	2771
1953-54	3293	2656	2773	2346	1907	1951	4550	4056	4366	2916
1954-55	3463	2806	2940	2407	2005	2023	4718	4187	4508	3008
1955-56	"	"	"	"	"	"	"	"	"	3236
1956-57	3989	3219	3373	2553	2280	2312	5347	4735	5127	3490
1957-58	4251	3417	3576	2850	2445	2485	5880	5260	5643	3738
1958-59	4544	3670	3828	3089	2672	2713	6442	5769	6177	4026
1959-60	4732	3902	4050	3195	2923	2949	7103	6410	6839	4289
1960-61	4881	4044	4197	3465	3149	3182	7298	6597	7043	4496
1961-62	4887	4136	4276	3593	3318	3359	7316	6491	7026	4652
1962-63	4911	4206	4377	3696	3470	3504	7194	6464	6929	4804
1963-64	5018	4291	4464	3869	3611	3661	7242	6459	7003	4922
1964-65	5264	4457	4658	4038	3994	3927	7473	6567	7204	5182
1965-66	5527	4745	4915	4466	4141	4191	7792	6787	7478	5489
1966-67	5759	4879	5104	4886	4388	4442	7956	6798	7503	5732
1967-68	7204	6087	6268	6306	5706	5812	9389	8074	8933	6900
1968-69	7749	6249	6549	"	"	"	"	"	"	"
1969-70	"	"	"	"	"	"	"	"	"	"
1970-71	Total élémentaire[1]			"	"	"	"	"	"	"
1971-72	Hommes	Femmes	Total	"	"	"				
1972-73	10,500 *	8,600 *	8,774 *	"	"	"			12,711	9,828
1973-74	11,501	9,292	9,704	"	"	"	14,414	12,251	13,734	10,727
1974-75	13,255	10,631	11,015	"	"	"	16,327	13,799	15,527	12,423
1975-76	14,521	11,521	12,121	"	"	"	17,921	15,221	17,121	13,521

* Estimé

[1] Enseignants du public et du séparé inclus.

Source: Statistique Canada, Salaires et qualifications des enseignants dans les écoles publiques élémentaires et secondaires (No. 81-202) publié annuellement (biannuellement depuis 1972, et pas en 1950-51, 1951-52, 1955-56).

Tiré de Stager, 1978, p. 20.

La structure du corps enseignant a aussi changé, bien sûr. Proportionnellement, il y a plus d'enseignants dans le secondaire que dans l'élémentaire. Ceci est le résultat d'une augmentation des taux de participation dans le secondaire et la progression des grandes cohortes de naissances dans l'élémentaire au secondaire. Le nombre des enseignants de l'élémentaire possédant un diplôme universitaire (pour lequel ils ont obtenu une augmentation) est plus élevé. L'augmentation de la participation dans les écoles secondaires et le niveau d'instruction plus élevé des enseignants de l'élémentaire sont des preuves de l'amélioration de la qualité de notre système scolaire. Ces améliorations découlent d'une décision délibérée d'accepter des coûts totaux et unitaires plus élevés pour les services en éducation. Un autre indice d'amélioration encore plus significatif est le rapport des nombres d'élèves-enseignants. Le tableau 1.12 montre les améliorations du rapport élèves-enseignants de 1946-1947 à 1973-1974 et l'augmentation des effectifs scolaires qu'on devait atteindre chaque année avant que ce rapport puisse être réduit. Les tendances générales des rapports élèves-enseignants de l'élémentaire et du secondaire sont les mêmes. L'amélioration dans le secondaire a été plus constante, cependant, même pendant les années d'augmentation rapide des effectifs scolaires, entre 1957-58 et 1963-64.

De toute évidence, la province s'est depuis longtemps engagée à fournir un programme éducatif plus intensif à un nombre croissant d'étudiants pendant un plus grand nombre d'années sous la tutelle d'enseignants possédant un niveau d'instruction de plus en plus élevé et percevant des salaires réels et, dans la plupart des cas probablement, des salaires relatifs qui vont en s'améliorant. Cet engagement a été le résultat d'une série de décisions politiques que l'on devait repréciser à chaque budget.

TABLEAU 1.12

RAPPORTS ELEVES-ENSEIGNANTS EN ONTARIO, 1946 A 1975
ET AUGMENTATION EN POURCENTAGE DES EFFECTIFS

ANNEE	Public		Séparé		Elémentaire		Secondaire		Augment. %
	Rapport Elèves-Enseignants	Augmentation en % des effectifs	Rapport Elèves-Enseignants	Augmentation en % des effectifs	Rapport Elèves-Enseignants	Augmentation en % des effectifs	Rapport Elèves-Enseignants	Augmentation en % des effectifs	
1946-47					30.0		26.1		
1947-48		2.7		2.3	30.0	2.0	24.4	-6.1	1.6
1948-49		3.6		3.7	30.6	3.9	24.1	1.7	1.4
1949-50		5.1		6.2	30.9	3.7	24.0	1.6	3.3
1950-51		3.0		3.7	30.5	3.3	23.8	3.1	3.3
1951-52		7.1		5.4	30.8	6.9	23.8	1.8	6.0
1952-53		8.1		9.4	31.9	8.9	23.5	5.6	8.4
1953-54		5.5		11.0	32.3	7.8	23.7	5.4	7.4
1954-55		3.8		7.0	32.4	6.9	24.7	7.7	7.1
1955-56		5.0		7.6	32.4	5.1	23.7	9.0	5.7
1956-57		4.4		9.7	31.1	5.6	23.1	6.3	5.7
1957-58		5.8		8.9	31.5	6.5	23.5	9.7	7.0
1958-59	30.5	4.9	33.2	8.7	31.1	5.8	23.2	9.1	6.4
1959-60	30.0	4.3	33.1	8.4	30.7	5.3	22.7	7.0	5.6
1960-61	30.1	3.2	33.4	7.2	30.8	4.1	22.9	10.6	5.3
1961-62	29.8	2.1	32.9	6.6	30.5	3.3	23.3	13.8	5.3
1962-63	29.8	2.1	32.6	5.1	30.5	2.9	22.2	10.8	4.5
1963-64	29.6	2.5	31.9	4.6	30.2	3.0	21.2	9.8	4.5
1964-65	29.4	2.6	31.4	6.7	29.9	3.7	20.6	8.5	4.8
1965-66	29.0	2.6	30.4	4.9	29.4	3.3	19.3	5.9	3.9
1966-67	28.3	2.9	29.5	4.7	28.6	3.4	18.0	4.1	3.6
1967-68	27.3	2.6	28.2	3.7	27.5	2.9	17.1	6.3	3.8
1968-69	26.0	1.9	26.7	1.6	26.2	1.8	16.6	8.0	3.3
1969-70	25.2	2.0	25.5	1.1	25.3	1.8	16.4	6.0	2.9
1970-71	24.7	0.4	24.8	1.2	24.7	0.6	16.5	4.9	1.8
1971-72	24.9	-1.2	25.2	0.9	25.0	-0.6	16.7	3.2	0.4
1972-73		-1.1		0.0	23.8	-0.8	16.4	1.5	-0.2
1973-74		-2.4		0.5	23.7	-1.5	17.7	0.5	-1.0
1974-75		-2.1		0.7	23.3	-1.3	17.3	0.7	-0.7
1975-76									0.0

Source: Rapport élèves-enseignants de Cicely Watson, et al., l'Enseignant élémentaire, Tableau 7; et Comité sur le coût de l'éducation, Rapport intérimaire No. 1, Tableaux 1 et 2, et Tableaux 10 et 11.

Augmentation des effectifs de Stager, 1978, p. 46.

Les décisions des finances publiques concernant les écoles élémentaires et secondaires ne sont pas prises par des autorités s'occupant seulement de l'éducation des enfants. Les dépenses en matière d'éducation figurant au tableau 1.2 comprennent les dépenses des ministères de l'Education, des Collèges et des Universités (ce dernier, portant ce nom depuis 1971, avait été créé sous le nom de Affaires Universitaires en 1965). En 1950-1951, des 56 millions de dollars dépensés pour l'éducation, un peu plus de 43 millions en subventions ont été octroyés aux autorités scolaires et un peu moins de 8 millions à l'éducation post-secondaire, ce qui donne un rapport approximatif de 5.4 pour 1. En 1966-1967, le rapport était environ de 3.2 contre 1 et en 1970-1971 de 1.5 contre 1 environ. En 1974-1975, lorsque la somme de 1,331.8 million de dollars a été versée aux autorités scolaires et celle de 868.9 million de dollars à l'éducation post-secondaire, le rapport était de nouveau de 1.5 contre l'environ. Les engagements de la province concernant ses dépenses pour l'éducation post-secondaire sont apparemment bien établis à un très haut niveau. Sans aucun doute, ils reflètent en partie un effort pour accueillir les grandes cohortes qui, depuis le milieu des années 60, défilent dans les écoles secondaires. Les plus grandes de ces cohortes n'atteignent que maintenant l'âge de fréquentation des établissements post-secondaires.

Le tableau 1.2 montre que les dépenses du ministère de la Santé, qui en 1969-70 équivalaient à moins d'un tiers de celles du ministère de l'Education, étaient en 1972-73 légèrement plus élevées et en 1974-1975 légèrement moins élevées que les dépenses pour l'Education. De même que l'enseignement élémentaire et secondaire doivent partager maintenant le budget provincial total pour l'éducation avec un système universitaire très coûteux, l'éducation au total doit maintenant être incorporée dans le budget provincial en même temps qu'un autre service financé publiquement et tout aussi coûteux.

Le tableau 1.13 donne la chronologie de la croissance dans six catégories de dépenses provinciales pour les années 1972-77. Parmi les six, deux représentent les dépenses de la Santé et de l'Education. Une autre celles du ministère des Finances dont la plus grande partie est l'intérêt sur la dette provinciale. Les dépenses totales de la province ont augmenté à un taux moyen annuel de 15.7%, celles de la Santé: 22.6%, celles du Service social et de la Communauté: 23.4%, celles de l'Education: 11.7%.

Les prévisions de dépenses sont données pour les années 1977-82 et 1982-87. On prévoit que les dépenses augmenteront à un taux d'environ 12%. On projette que les catégories qui auront un taux d'augmentation supérieur à la moyenne seront les Transports et Communications, la Santé et l'intérêt sur la dette publique (Finances), tandis que l'on projette que l'Education sera une catégorie avec un taux de croissance inférieur à la moyenne.

Les économistes qui ont fait ces projections doivent, naturellement, faire quelques hypothèses sur le comportement de la politique gouvernementale. Ils peuvent très bien se tromper quant aux réactions des politiciens devant les demandes concurrentielles de chacune de ces catégories pour les services et engagements. Mais, à moins qu'ils ne se soient trompés sur les taux d'augmentation du PPB à venir et sur l'augmentation correspondante du revenu, ils peuvent être certains qu'une augmentation des dépenses pour l'Education nettement différente de celle projetée ici, ne pourra avoir lieu qu'au prix de décisions pénibles portant sur des engagements contenus implicitement dans les autres catégories.

Faire face aux contrebalancements inévitables entre les degrés d'augmentation des catégories de dépenses (et en fait à l'intérieur même de celles-ci), c'est reconnaître les coûts de certaines "bonnes choses" fournies par le gou-

TABLEAU 1.13

DEPENSES GOUVERNEMENTALES PROVINCIALES, 1972 A 1987
(Augmentation annuelle moyenne en pourcentage)

CHAPITRE DES DEPENSES (en dollars courants)	HISTOIRE[a]	PREVISIONS	
	1972-77	1977-82	1982-87
Santé	22.6	13.1	14.0
Education	11.7	11.3	10.5
Trésor, etc.	14.9	12.4[b]	12.5[b]
Transports et communications	11.3	14.5	13.6
Services sociaux et communautaires	23.4	11.0	12.5
Intérêt de la dette publique	11.9	12.8	13.8
Autres	14.3	12.3	12.0
DEPENSES TOTALES	15.7	12.4	12.5
Accroissement du PNB	10.4	6.3	6.8
Accroissement des dépenses gouvernementales	12.4	7.4	8.1

[a] Les taux de croissance dans le temps devraient être interprétés avec prudence, bien que tout était mis en oeuvre pour s'assurer que les catégories sont définies d'une manière uniforme.

[b] Fixé comme taux de croissance moyen.

Source: Institut d'analyse de politique.

Tiré de Foot, 1978, p. 22.

vernement en fonction d'autres "bonnes choses" que celui-ci offre. Faire face aux contrebalancements entre les augmentations dans la totalité des services du gouvernement et entre les augmentations du revenu disponible réel par personne, c'est reconnaître la contribution complémentaire de la consommation privée et publique à la qualité de la vie (et ceci, évidemment, vient préciser de façon importante la déclaration ci-dessus selon laquelle le RPDR/P est un indice efficace de notre niveau de vie).

On a mentionné plus haut que les conditions d'emploi offertes aux jeunes gens possédant un bon niveau d'instruction sont probablement plus importantes pour comprendre les conséquences de l'expansion du système de l'éducation, et de la contraction de l'industrie de l'éducation liée à la baisse des effectifs scolaires, que les conditions générales d'emploi. Dans une large mesure, ces possibilités d'emploi sont une fonction des finances publiques.

Sur le tableau 1.14 figure le nombre de personnes employées par le gouvernement de l'Ontario, de 1959-1960 à 1974-1975. L'augmentation rapide des dépenses du gouvernement pendant les années 60 a été liée à un taux d'augmentation du nombre des employés provinciaux comparable à l'augmentation du nombre des enseignants. Le pourcentage de cet accroissement des employés provinciaux par rapport à celui de la main d'oeuvre totale a atteint un record de 200% en 1970-71. L'augmentation du nombre d'emplois dans le secteur public de la province a été sévèrement limitée depuis 1972.

Ceci signifie que l'emploi dans le secteur public de la province a suivi à peu près le même chemin que l'emploi dans l'enseignement. Sans doute, le fait que ces deux grands secteurs d'emplois à financement public se fassent concurrence pour employer de jeunes travailleurs possédant un bon niveau d'instruction, a contribué quelque peu à l'inflation des salaires des ensei-

TABLEAU 1.14

NOMBRE D'EMPLOIS DANS LE GOUVERNEMENT DE L'ONTARIO
1959-60 A 1974-75

Année fiscale[1]	Nombre d'emplois	Emplois gouvernementaux par dollar et dépense brute[2]	Pourcentage de la main d'oeuvre de l'Ontario employée par le gouvernement[3]
1959/60	32,302	30.8	1.36
1960/61	34,599	33.6	1.44
1961/2	36,468	32.4	1.51
1962/3	39.970	32.8	1.61
1963/4	41,415	32.6	1.62
1964/5	43,141	33.0	1.65
1965/6	45,867	28.8	1.69
1966/7	50,507	27.1	1.78
1967/8	55,733	24.1	1.90
1968/9	57,375	21.7	1.89
1969/70	62,280	24.0	1.99
1970/71	65,018	20.8	2.00
1971/2	64,996	19.1	1.92
1972/3	67,501	17.6	1.92
1973/4	68,634	16.8	1.87
1974/5	69,789	16.3	1.83

[1] Au 31 mars.

[2] Personnes par $million 1961.

[3] La main d'oeuvre est la moyenne annuelle pour l'année du calendrier (il y a donc trois mois de différence entre les deux séries.

Source: Service civil de l'Ontario, Rapport annuel, Revue Statistique canadienne, plusieurs numéros.

Tiré de Foot, 1977, p. 17.

gnants et de "l'indice implicite des prix" des achats gouvernementaux (marchandises et services).

Le fait que le secteur public au Canada emploie deux fois plus de diplômés universitaires que le plus grand secteur privé vient appuyer l'affirmation que le gouvernement et les écoles se disputent un grand nombre d'employés. On doit dire, cependant, que le secteur public ici comprend l'éducation. Son autre composante emploie près de la moitié des diplômés dans le secteur public, soit près d'un tiers de leur nombre total.[6] Bird précise qu'en 1975, 27% des employés publics du Canada travaillaient pour le secteur fédéral, 45% pour les provinces (y compris les conseils scolaires). De plus, pendant les années 60, le gouvernement provincial a augmenté de 8.2% par an, l'emploi municipal de 3.4% et l'emploi fédéral de 1.5%.[7] Pendant la période d'expansion, c'est le gouvernement provincial, rivalisant avec le système d'éducation, subventionné en grande partie par la province, pour une main d'oeuvre hautement qualifiée, qui a offert aux jeunes gens possédant un bon niveau d'instruction, des possibilités d'emplois avec salaires et statut élevés.

Les salaires des employés de la fonction publique (enseignants et autres) se sont améliorés par rapport aux salaires des employés du secteur privé entre 1946 et 1975 et cette amélioration a eu lieu surtout pendant les années 60.[8] Comme pour les enseignants, l'amélioration des salaires relatifs est en partie due à l'amélioration du niveau de qualifications des travailleurs gouvernementaux.

---

[6] Voir R.M. Bird, Tendance dans les emplois et salaires de la fonction publique, rapport #1, Institut d'analyse des politiques, Université de Toronto, novembre 1977, p. 36.

[7] Bird, pp. 11, 14.

[8] Bird, 1977, p. 35.

Il y aurait encore beaucoup à dire sur les conséquences de l'augmentation et de la diminution simultanées des postes d'enseignant et d'autres emplois du secteur public. Mais il suffira de dire maintenant que les taux d'augmentation d'emplois dans ces deux domaines sont en fonction des dépenses publiques d'une manière tellement directe, qu'étant donné les difficultés liées à la favorisation de l'augmentation des dépenses pour l'éducation au détriment d'autres catégories de dépenses, il est difficile en fait de supposer que ces taux peuvent, dans une large mesure, être à leur tour des sources de possibilités pour une nouvelle main d'oeuvre de niveau universitaire espérant obtenir des emplois bien rémunérés.

Il ne reste plus qu'à préciser que la dimension et l'aspect définitifs de notre système d'enseignement public n'ont pas été déterminés uniquement en fonction de l'ampleur de la population d'âge scolaire. Ils sont, dans une large mesure les produits de choix politiques et de décisions des finances publiques. Ces décisions ont été prises dès la fin de la deuxième guerre mondiale jusqu'à nos jours par des représentants politiques élus et responsables devant l'opinion publique.

Au cours de ces années le rôle direct de la province vis-à-vis du financement de l'éducation est devenu plus important. On admet généralement que la participation plus importante de la province à ce financement, a été motivée principalement par un désir de réduire l'impôt municipal et d'égaliser le plus possible l'accès à l'enseignement à travers la province. Ces objectifs ont été tous deux remplis d'une manière efficace, mais le deuxième aurait été rempli tout aussi efficacement si l'intervention de la province avait été plus modérée. La réduction de l'impôt foncier est la rationalisation la plus convaincante.

Ce changement de responsabilité financière concernant l'éducation a coincidé avec une réorganisation assez importante des gouvernements municipaux et avec une restructuration encore plus complète des conseils scolaires qui sont les représentants de notre système scolaire provincial.

Dans le nouveau système, les conseils scolaires entretiennent des liens minimaux avec les municipalités aux citoyens desquels elles offrent leurs services et imposent des taxes scolaires. Le système provincial de subventions et sa relation avec un système d'évaluation de l'assiette d'impôt administré par la province et avec un impôt foncier sous le mandat de la province ont réduit le désir ou la motivation de développer une relation étroite entre les conseils scolaires et les gouvernements municipaux. Vu que les décisions concernant les dépenses des conseils scolaires ont été surtout du ressort de la province, les conseils ont pris le caractère financier d'unités administratives du gouvernement central. Ce rôle administratif exige très peu de choses en fait des relations avec les municipalités et à travers elles, avec les contribuables.

Cependant, il apparaît maintenant que le gouvernement de la province subira des pressions formidables pour réduire la part des revenus provinciaux allant aux systèmes scolaires. Il se peut que la baisse des effectifs scolaires permette ceci sans réduire les fonds par étudiant ou sans augmenter l'impôt des contribuables locaux. Cependant, cette baisse exigera que les commissions dépendent plus des contribuables des municipalités qu'elles servent.

Presque toutes les notions traditionnelles concernant une imposition équitable et un gouvernement efficace exigent que le fisc et ceux qui dépensent les deniers publics soient responsables devant les contribuables ou leurs représentants. L'organisation actuelle de nos conseils scolaires est telle que

celles-ci ne sont pas en réalité responsables en tant que trésoriers, même indirectement, devant les contribuables. Les conseils municipaux sont en fait les percepteurs d'impôts. Un système de financement de l'éducation, responsable devant les contribuables, implique un remaniement des relations entre municipalités et conseils. Que ce remaniement ait lieu ou non dépend de la décision des finances publiques. Si on décide qu'il aura lieu, le fait de désigner le nouveau type des relations représentera un défi de premier ordre pour la science des finances publiques.

Chapitre 2

La population de l'Ontario: Eléments et structure

L'Ontario, comme beaucoup d'autres provinces et comme la plupart des pays occidentaux développés, se trouve dans une situation paradoxale. L'ensemble de la population augmente progressivement et cette tendance continuera dans les années à venir, en partie à cause des migrations internationales et interprovinciales, mais surtout à cause de l'accroissement naturel (plus de naissances que de décès). Cependant, certains groupes d'âges se sont beaucoup réduits à cause du ralentissement des naissances depuis 1960. D'autres groupes d'âges sont beaucoup plus nombreux, par contre, à cause de l'accélération des naissances au cours des dernières années de la deuxième guerre mondiale et surtout à cause de l'"explosion démographique" des années 1946 à 1960.

Ces "vagues démographiques", à moins d'être "nivelées" par les migrations d'autres provinces et d'autres pays, se déplacent forcément vers le haut de la pyramide des âges jusqu'à la vieillesse et finalement la mort. Puisque les chiffres ayant trait aux migrations varient avec l'âge et d'une année à l'autre, plusieurs vagues se superposent et on peut observer certaines années (lorsque les creux et les crêtes des vagues coïncident) de grandes variations, d'un groupe à l'autre, dans la vague composée qui en résultent.

En fait, on observe en Ontario une des répartitions par âges les plus bizarres de l'histoire de la province, plus singulière que celle qui a suivi la Grande Dépression, mais tout de même pas plus étrange que celle qui arriva au temps des concessions de terres dans les Prairies où je suis né. Ce temps-là avait pour moi un aspect étrange car je pensais que les vieux (les gens qui avaient plus de 40 ou 50 ans étaient vieux pour moi) vivaient en

général dans l'est du pays. Mais à présent, le nombre des naissances est si petit que l'absence de bébés et de gamins se fait remarquer. Pour beaucoup d'entre nous, les signes étaient trop évidents pour passer inaperçus le soir de l'Halloween en 1977. Les plus petits n'étaient pas là! Et leur nourriture, leurs habits et leurs jouets se font rares aussi dans les grands magasins.

L'histoire de tout notre peuple en Ontario

Pour illustrer la croissance de la population totale, le tableau 2.1 donne, pour l'Ontario et ses comtés et districts la population recensée au cours des 45 dernières années de 1931 à 1976 et donne une estimation (faite par OISE et vérifiée dans chaque région) pour 1981. La croissance a été constante; elle a été particulièrement irrégulière à travers la province (peut-être plus que dans n'importe quelle province soeur en dehors de Québec).

Le lecteur pourra se référer à l'annexe statistique publiée séparément (sous forme multilithe) contenant le détail de tous les chiffres que nous avons s'il désire savoir la population par division de recensement plus petite.

Les premières courbes "multilinéaires" 2.1(a) à 2.1(d) de ce chapitre donnent une représentation graphique de ces chiffres de 1931 à 1981.

Puisque le passé immédiat est la période qui nous intéresse le plus, la croissance (ou le manque de croissance) pendant la période allant de 1971 à 1976 est présentée séparément au tableau 2.2, encore une fois par comté et district. Les changements en chiffres absolus et en pourcentages y sont également représentés (et on trouvera à l'annexe des tables pour les régions métropolitaines et les agglomérations de recensement, pour utiliser des termes de recensement). Ces changements sont représentés sous forme de carte en

TABLEAU 2.1

CROISSANCE DEMOGRAPHIQUE EN ONTARIO PAR COMTE ET DISTRICT
REELLE 1931-1976, PREVUE 1981

Subdivision	REELLE								PREVUE
	1931	1941	1951	1956	1961	1966	1971	1976	1981
Algoma - D	46,444	52,002	64,496	82,059	111,408	113,561	121,937	122,883	123,325
Brant - C	53,476	56,695	72,857	77,992	83,839	90,945	96,767	99,099	103,490
Bruce - C	42,286	41,680	41,311	42,070	43,036	43,085	47,385*	57,472	65,410
Cochrane - D	58,033	80,730	83,850	86,768	95,666	97,334	95,879*	96,825	96,770
Dufferin - C	14,892	14,075	14,566	15,569	16,095	17,108	21,200	28,528	33,170
Stormont - C	32,524	40,905	48,458	56,452	57,867	59,550	61,302	61,173	61,030
Dundas - C	16,098	16,210	15,818	16,978	17,162	17,106	17,457	18,507	19,130
Glengarry - C	18,666	18,732	17,702	18,693	19,217	18,181	18,480	19,270	19,570
Durham - C	25,782	25,215	30,115	35,827	39,916	44,549	47,494		
Durham - M. R.							217,430*	247,473	275,000
Elgin - C	43,436	46,150	55,518	59,114	62,862	61,912	66,608	69,092	71,585
Essex - C	159,038	173,356	215,894	245,420	256,774	280,922	306,397*	310,362	311,497
Frontenac - C	45,756	53,717	66,099	76,534	87,534	97,138	101,692	108,052	112,610
Grey - C	57,699	57,160	58,960	60,971	62,005	62,592	66,403	72,176	76,650
Grenville - C	16,327	15,989	17,045	20,563	22,864	23,429	24,316	26,025	27,330
Haldimand-Norfolk M. R.	52,787	57,465	66,846	72,189	78,672	80,598	86,714*	89,252	94,000
Haliburton - C (provisoire)	5,997	6,695	7,670	8,012	8,928	7,768	9,081	10,795	12,160
Halton - C	26,558	30,564	46,830	71,611	117,623	151,924	189,851*	228,497	267,000
Hamilton-Wentworth M. R.	190,019	204,672	263,256	312,924	348,181	383,175	401,239*	409,490	419,000
Hastings - C	58,846	63,322	74,298	83,745	93,377	94,127	99,393	105,837	110,970
Huron - C	45,180	43,742	49,280	51,728	53,805	54,446	52,951	56,007	58,725
Kenora - D	25,919	33,372	39,212	47,156	51,474	53,995	53,230*	57,980	59,580
Kent - C	63,607	67,220	80,384	86,843	90,871	96,406	101,120*	106,130	111,396
Lambton - C	54,674	56,925	74,960	89,939	102,131	108,234	114,314	120,576	125,235
Lanark - C	32,856	33,143	35,601	38,025	40,313	41,212	42,259	44,197	45,210
Leeds - C	35,157	36,042	38,831	43,077	46,889	49,129	50,093	52,579	54,290
Lennox-Addington - C	18,883	18,469	19,544	21,611	23,717	25,202	28,359	32,633	37,200
Manitoulin - D	10,734	10,841	11,214	11,060	11,176	10,544	10,931	10,893	10,895
Middlesex - C	118,241	127,166	162,139	190,897	221,422	249,403	282,014	303,745	336,890
Muskoka - M. D.	20,985	21,835	24,713	25,134	26,705	27,691	31,938	36,691	39,930
Niagara - M. R.	136,930	158,902	212,599	261,346	291,415	324,917	347,328	365,438	384,300
Nipissing - D	41,207	43,315	50,517	60,452	70,568	73,533	78,867	81,739	83,970
Northcumberland - C	31,452	30,786	33,482	38,018	41,892	45,074	59,227*	64,141	74,580
Ontario - C	59,667	65,718	87,088	108,440	135,895	170,818	196,257		
Ottawa-Carleton - M. R.	174,056	206,367	246,298	287,246	358,410	413,692	471,931	520,533	558,300
Oxford - C	48,454	51,610	59,440	65,897	71,169	76,018	80,407*	85,337	90,150
Perry Sound - D	25,900	30,083	27,371	28,095	29,632	28,335	30,244	32,654	33,700
Peel - M. R.	28,156	31,539	55,673	83,108	111,575	172,321	259,874*	375,910	476,500
Perth - C	50,763	49,058	51,962	54,388	56,782	60,424	62,973	66,279	69,040
Peterborough - C	43,958	47,392	60,789	67,981	76,375	81,959	92,417*	99,930	108,007
Prescott-Russel - C	39,067	38,862	39,191	40,669	42,640	42,033	44,119	48,835	51,800
Prince Edouard - C	16,693	16,750	18,559	21,145	21,108	21,307	20,640	22,559	24,100
Rainy River - D	17,359	19,132	22,132	25,483	26,531	25,816	25,750	24,768	24,000
Renfrew - C	52,227	54,720	66,717	78,245	89,635	89,453	90,875	89,099	88,250
Simcoe - C	83,667	87,057	106,482	127,016	141,271	149,132	175,965*	210,691	239,790
Sudbury - D	58,251	80,815	109,590	141,975	165,862	174,102	198,079*	194,992	191,335
Thunder Bay - D	65,118	85,200	105,367	122,890	138,518	143,673	145,390	150,647	154,270
Timiskaming - D	37,043	50,604	50,016	50,264	50,971	47,154	46,442*	43,760	42,395
Metropolitan Toronto-Municipality	810,348	909,928	1,117470	1,358028	1,618787	1,881691	2,089729*	2,124291	2,188000
Victoria - C	25,844	25,934	27,127	28,248	29,750	30,917	36,641*	43,543	49,410
Waterloo - M. R.	89,852	98,720	126,123	148,774	176,754	216,728	254,681*	289,129	322,100
Wellington - C	58,164	59,453	66,930	75,691	84,702	94,177	108,727	123,736	133,220
York - M. R.	38,607	41,621	59,152	82,573	114,321	136,328	166,060	203,915	248,784
Province de l'Ontario	3,431683	3,787655	4,597542	5,404933	6,236092	6,960870	7,703106	8,264465	8,815049

Note: ' Basé sur les zones de 1976

* Chiffres modifiés à cause des changements de limites

626

Source: 1931-1971 Statistique Canada, recensement 1971, Catalogue 92-702, 1ê partie (Bulletin 1.1-2)

1976, Statistique Canada.

FIGURE 2.1 (a)

CROISSANCE PASSEE ET PREVUE DE LA POPULATION DE L'ONTARIO
PAR COMTE ET DISTRICT: 1931-1981

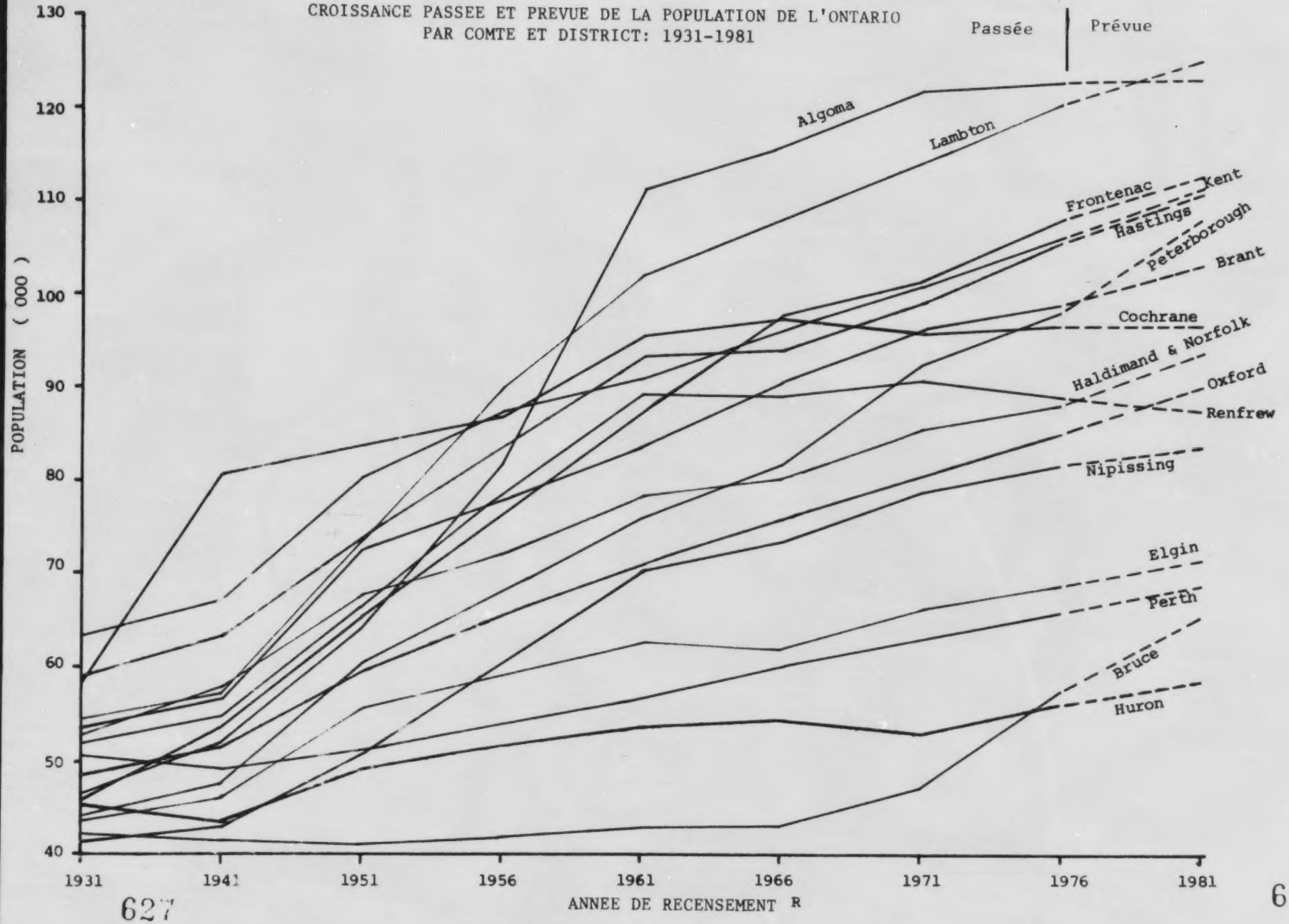
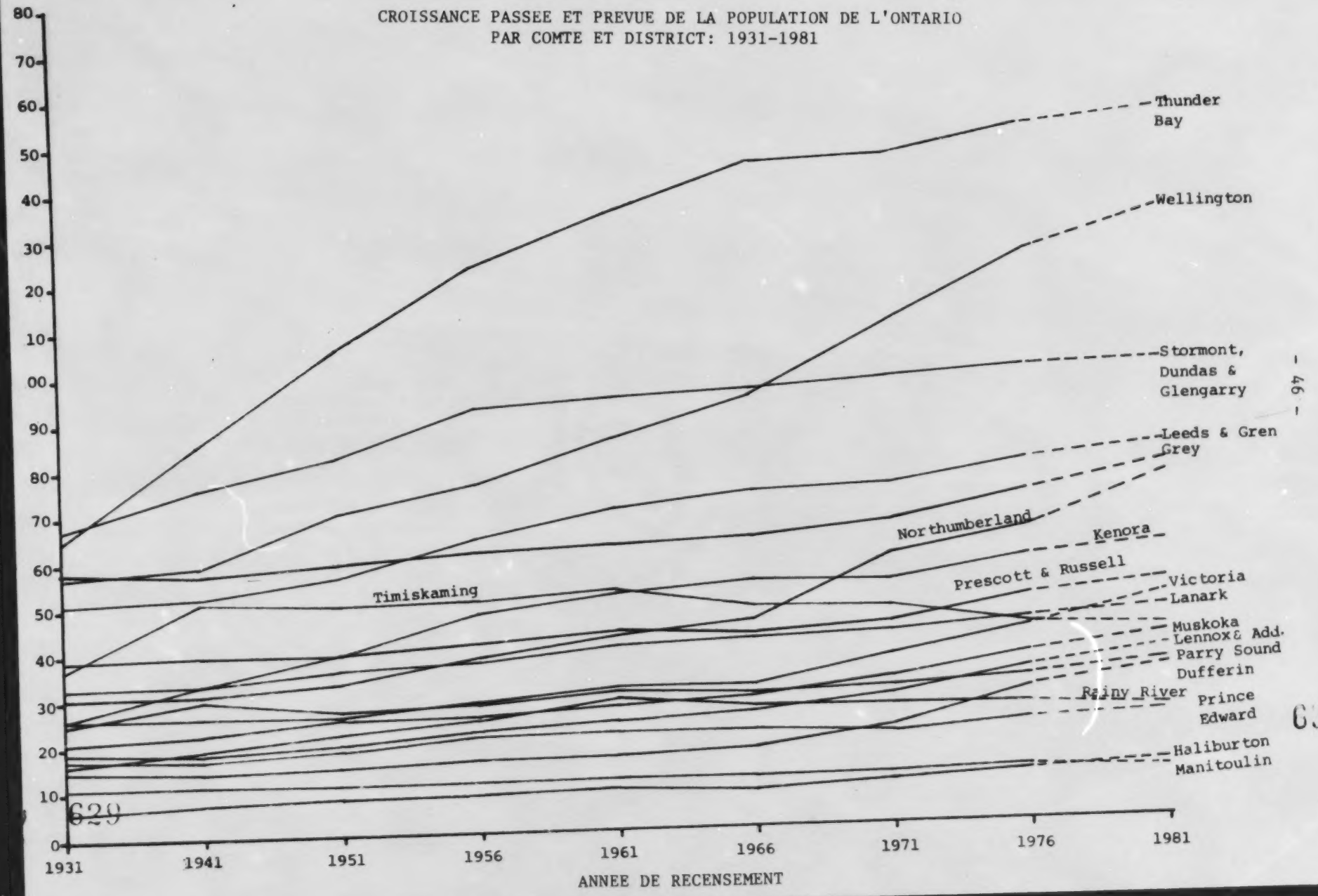


FIGURE 2.1(b)

CROISSANCE PASSEE ET PREVUE DE LA POPULATION DE L'ONTARIO
PAR COMTE ET DISTRICT: 1931-1981

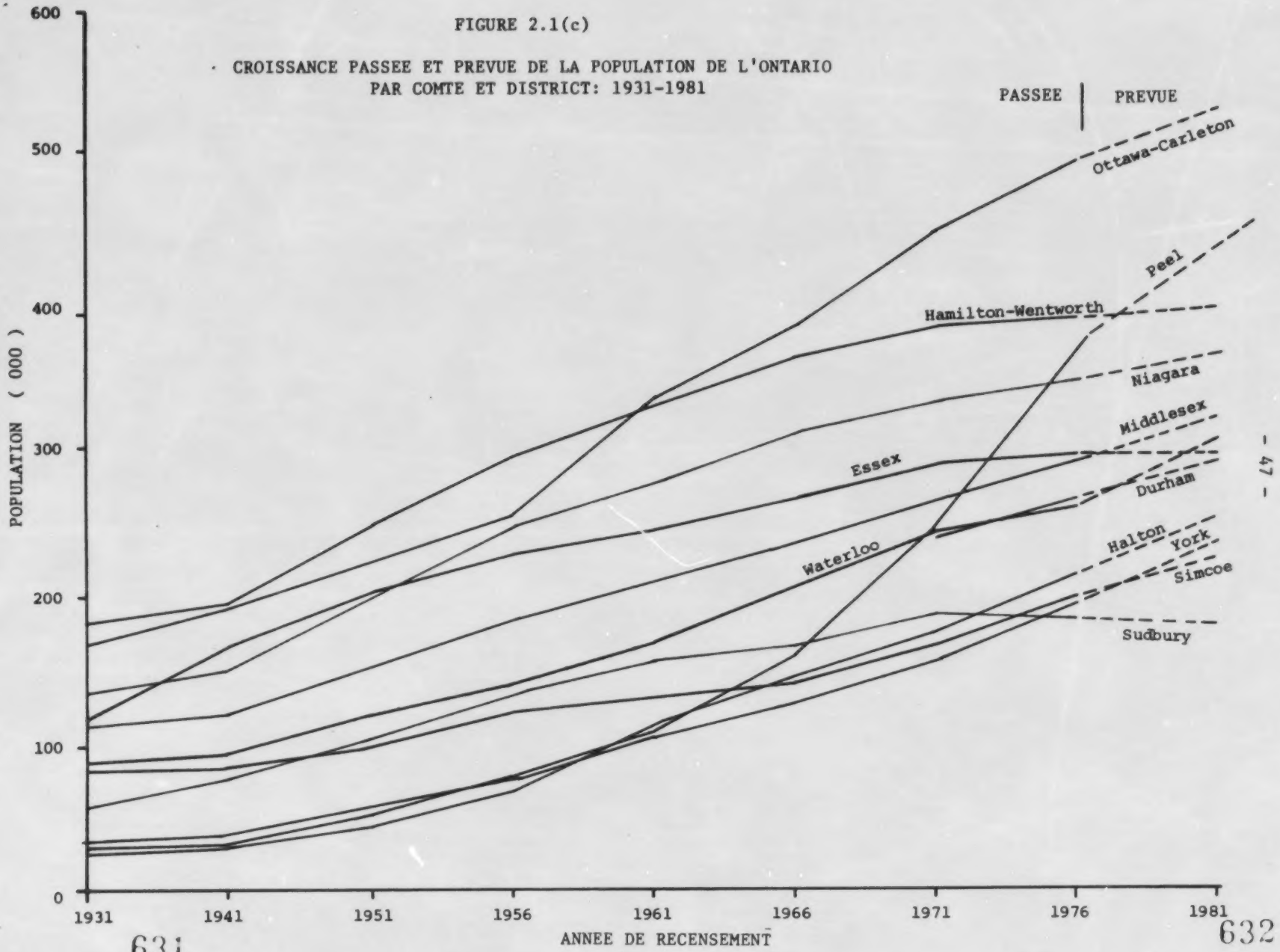


629

630

FIGURE 2.1(c)

CROISSANCE PASSEE ET PREVUE DE LA POPULATION DE L'ONTARIO
PAR COMTE ET DISTRICT: 1931-1981

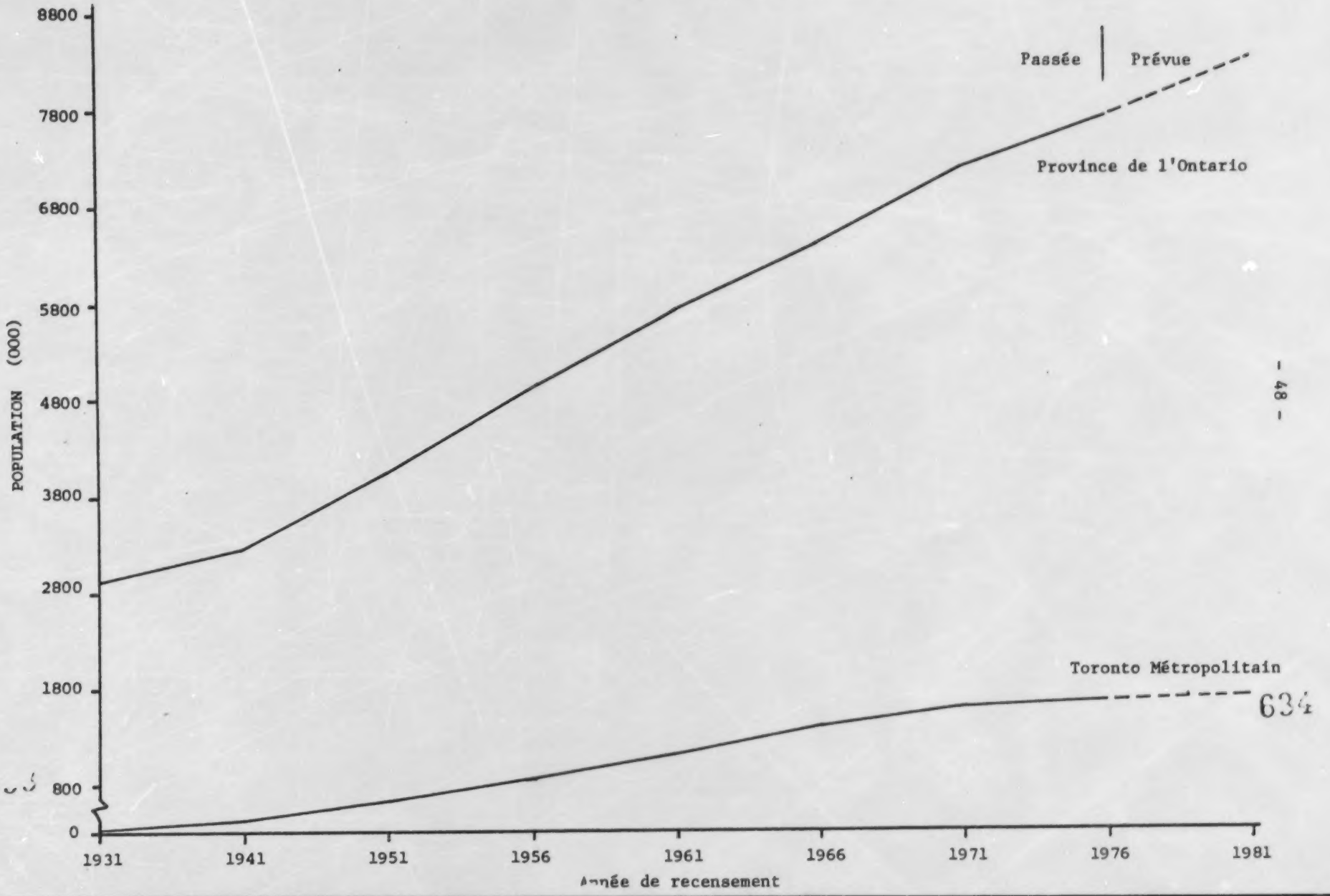


631

632

FIGURE 2.1(d)

CROISSANCE PASSEE ET PREVUE DE LA POPULATION DE TORONTO METROPOLITAIN ET DE L'ONTARIO: 1931-1981



634

TABLEAU 2.2

CROISSANCE OU DIMINUTION DE LA POPULATION DE L'ONTARIO
PAR COMTE ET DISTRICT, 1971-76

COMTE /DISTRICT	1971	1976	NOMBRE	%
ALGOMA	121,937	122,883	+946	+ 0.8
BRANT	96,767	99,099	+2,332	+ 2.4
BRUCE	47,385	57,472	+10,087	+21.3
COCHRANE	95,879	96,825	+946	+ 1.0
DUFFERIN	21,200	28,528	+7,328	+34.6
DUNDAS	17,457	18,507	+1,050	+ 6.01
ELGIN	66,608	69,092	+2,484	+ 3.7
ESSEX	306,397	310,362	+3,965	+ 1.3
FRONTENAC	101,692	108,052	+6,360	+ 6.3
GLENGARRY	18,480	19,270	+790	+ 4.3
GRENVILLE	24,316	26,025	+1,709	+ 7.0
GREY	66,403	72,176	+5,773	+ 8.7
HALDIMAND-NORFOLK	86,717	89,255	+2,538	+ 2.9
HALIBURTON	9,081	10,795	+1,714	+18.9
HALTON	189,851	228,497	+38,646	+20.4
HAMILTON-WENTWORTH	401,239	409,490	+8,251	+ 2.1
HASTINGS	99,393	105,837	+6,444	+ 6.5
HURON	52,951	56,007	+3,056	+ 5.8
KENORA	53,230	57,980	+4,750	+ 8.9
KENT	101,118	106,130	+5,010	+ 5.0
LAMBTON	114,314	120,576	+6,262	+ 5.5
LANARK	42,257	44,195	+1,938	+ 4.6
LEEDS	50,089	52,575	+2,486	+ 5.0
LENNOX ET ADDINGTON	28,361	32,635	+4,274	+15.1
MANITOULIN	10,933	10,895	- 38	- 0.4
MIDDLESEX	282,016	303,745	+21,731	+ 7.7
MUSKOKA	31,938	36,691	+4,753	+14.9
NIAGARA	347,328	365,438	+18,110	+ 5.2
NIPISSING	78,867	81,739	+2,872	+ 3.6
OTTAWA-CARLETON	471,931	520,533	+48,602	+10.3
OXFORD	80,410	85,340	+4,930	+ 6.1
PARRY SOUND	30,244	32,654	+2,410	+ 8.0
PEEL	259,874	375,910	+116,036	+44.6
PERTH	62,974	66,280	+3,306	+ 5.3
PETERBOROUGH	92,417	99,930	+7,513	+ 8.1
PRESCOTT	27,832	29,100	+1,268	+ 4.6
PRINCE EDWARD	20,640	22,559	+1,919	+ 9.3
RAINY RIVER	25,750	24,768	-982	- 3.8
RENFREW	90,875	89,099	-1,776	- 2.0
RUSSELL	16,287	19,735	+3,448	+21.2
SIMCOE	171,433	210,691	+39,259	+22.9
STORMONT	61,302	61,173	-129	- 0.2
SUDBURY	198,079	194,992	-3,087	- 1.6
THUNDER BAY	145,390	150,647	+5,257	+ 3.6
TIMISKAMING	46,442	43,760	-2,682	- 5.8
METRO TORONTO	2,089,729	2,124,291	+34,562	+ 1.7
VICTORIA	36,641	43,543	+6,902	+18.8
WATERLOO	254,681	289,129	+34,448	+13.5
WELLINGTON	108,727	123,736	+15,009	+13.8
YORK	166,060	203,915	+37,855	+22.8

couleurs de la province à la figure 2.2 et par des barres aux figures 2.3 et 2.4 pour les nombres et les pourcentages respectivement.

Il apparaît clairement que la population augmente à un rythme constant et inexorable comme l'indique le tableau 2.3 qui compare par trimestre les taux de croissance de l'Ontario avec ceux du Canada (qui ne sont pas très différents), ceux de la Nouvelle-Ecosse (un peut plus bas), du Québec (bien plus bas) et de l'Alberta (bien plus élevés). Au fait, le taux du quatrième trimestre au Québec semble très bas; les chiffres seront peut-être révisés vers le haut dans un numéro ultérieur de la Revue statistique.

Ces chiffres révèlent ce que tout le monde sait et croit: que la population de l'Ontario s'accroît constamment sans aucun signe de changement. Rien d'étonnant alors que l'histoire de la baisse des effectifs scolaires ne suscite que de l'incrédulité et passe pour une sorte de "rengaine de charlatan" qui cherche à attirer la sympathie et obtenir plus d'argent pour les systèmes scolaires. Heureusement, le message commence à être compris, la fermeture d'un certain nombre d'écoles et les compressions de personnel au primaire commençaient à se faire sentir entre 1971 et 1976.

Les figures 2.5 et 2.6 donnent une carte en couleurs, pour la province, des écoles publiques et catholiques-romaines séparées respectivement, représentant les pourcentages de baisse (parfois de hausse) des effectifs par différentes couleurs correspondant aux années 1971 à 1976. Pour chacune de ces années de 1966 à 1976 (au 30 septembre) les chiffres sont donnés au tableau 2.4 pour les effectifs publics, séparés, primaires totaux, séparés et totaux. Ces chiffres ne sont pas des estimations mais des chiffres observés dans la province et les valeurs représentées dans les cartes en découlent.

FIGURE 2.2

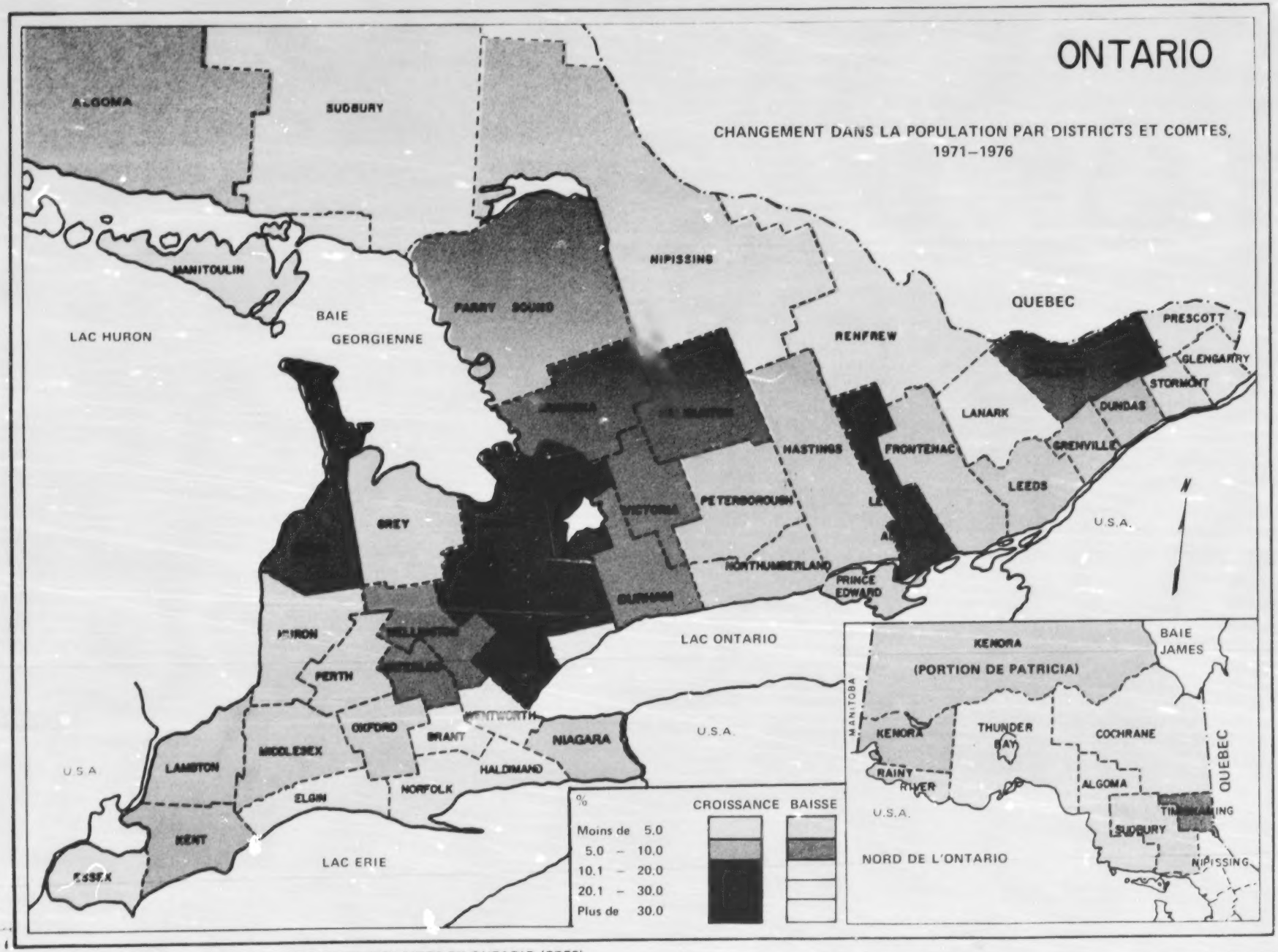

ONTARIO
CHANGEMENT DANS LA POPULATION PAR DISTRICTS ET COMTES, 1971–1976
ALGOMA
SUDBURY
MANITOULIN
NIPISSING
PARRY SOUND
LAC HURON
BAIE GEORGIENNE
QUEBEC
RENFREW
PRESCOTT
GLENGARRY
STORMONT
DUNDAS
LANARK
GRENVILLE
HASTINGS
FRONTENAC
LEEDS
PETERBOROUGH
VICTORIA
GREY
NORTHUMBERLAND
PRINCE EDWARD
U.S.A.
LAC ONTARIO
HURON
PERTH
OXFORD
BRANT
WENTWORTH
NIAGARA
MIDDLESEX
LAMBTON
HALDIMAND
NORFOLK
ELGIN
KENT
ESSEX
LAC ERIE
U.S.A.
%
CROISSANCE
BAISSE
Moins de 5.0
5.0 – 10.0
10.1 – 20.0
20.1 – 30.0
Plus de 30.0
KENORA
(PORTION DE PATRICIA)
BAIE JAMES
MANITOBA
KENORA
THUNDER BAY
COCHRANE
RAINY RIVER
ALGOMA
QUEBEC
SUDBURY
NIPISSING
U.S.A.
NORD DE L'ONTARIO

FIGURE 2.3

CROISSANCE OU BAISSE DE LA POPULATION EN ONTARIO, 1971–1976
(000)

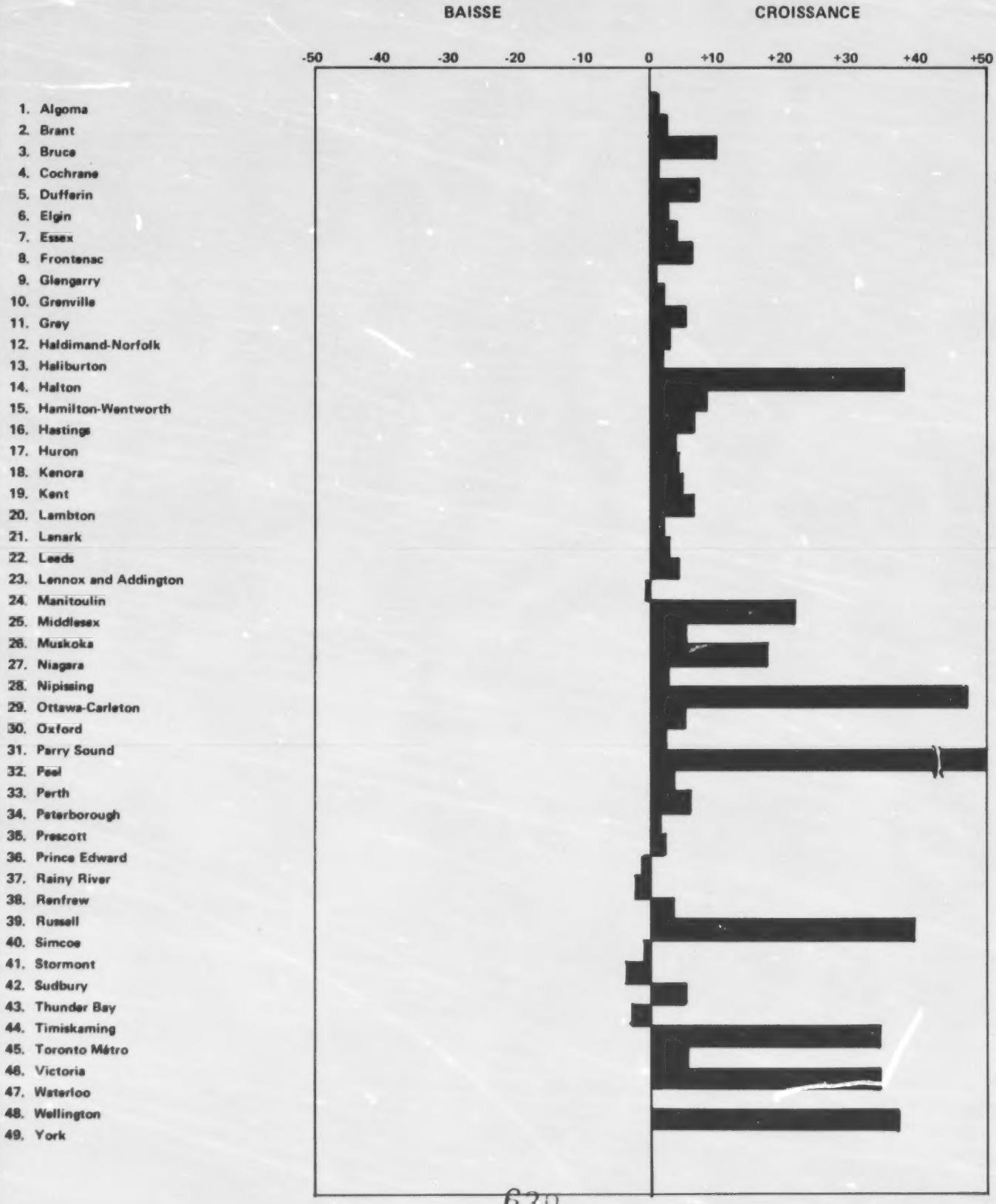


FIGURE 2.4

CHANGEMENT DE POPULATION EN POURCENTAGE, 1971-1976

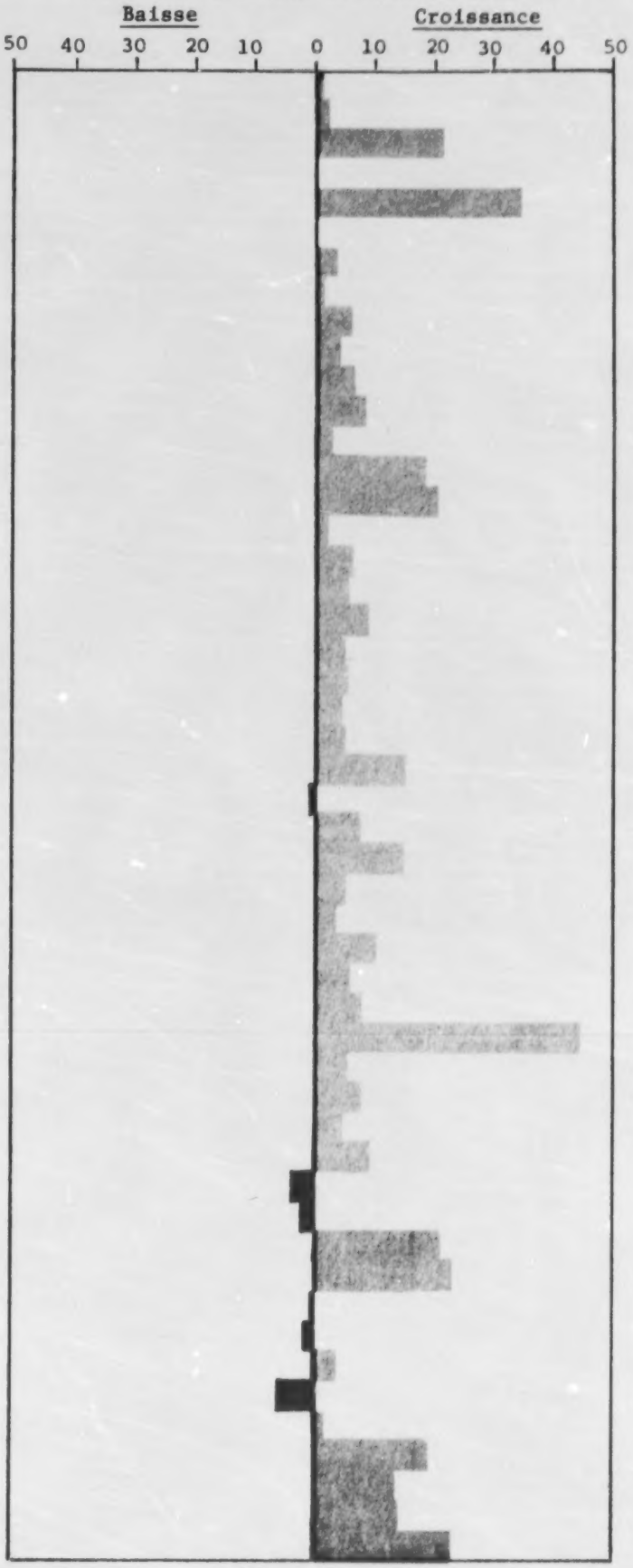


TABLEAU 2.3

POPULATION TOTALE DU CANADA, POUR CERTAINES PROVINCES
(RAPPORTS TRIMESTRIELS DES ANNEES RECENTES: STATISTIQUE CANADA)

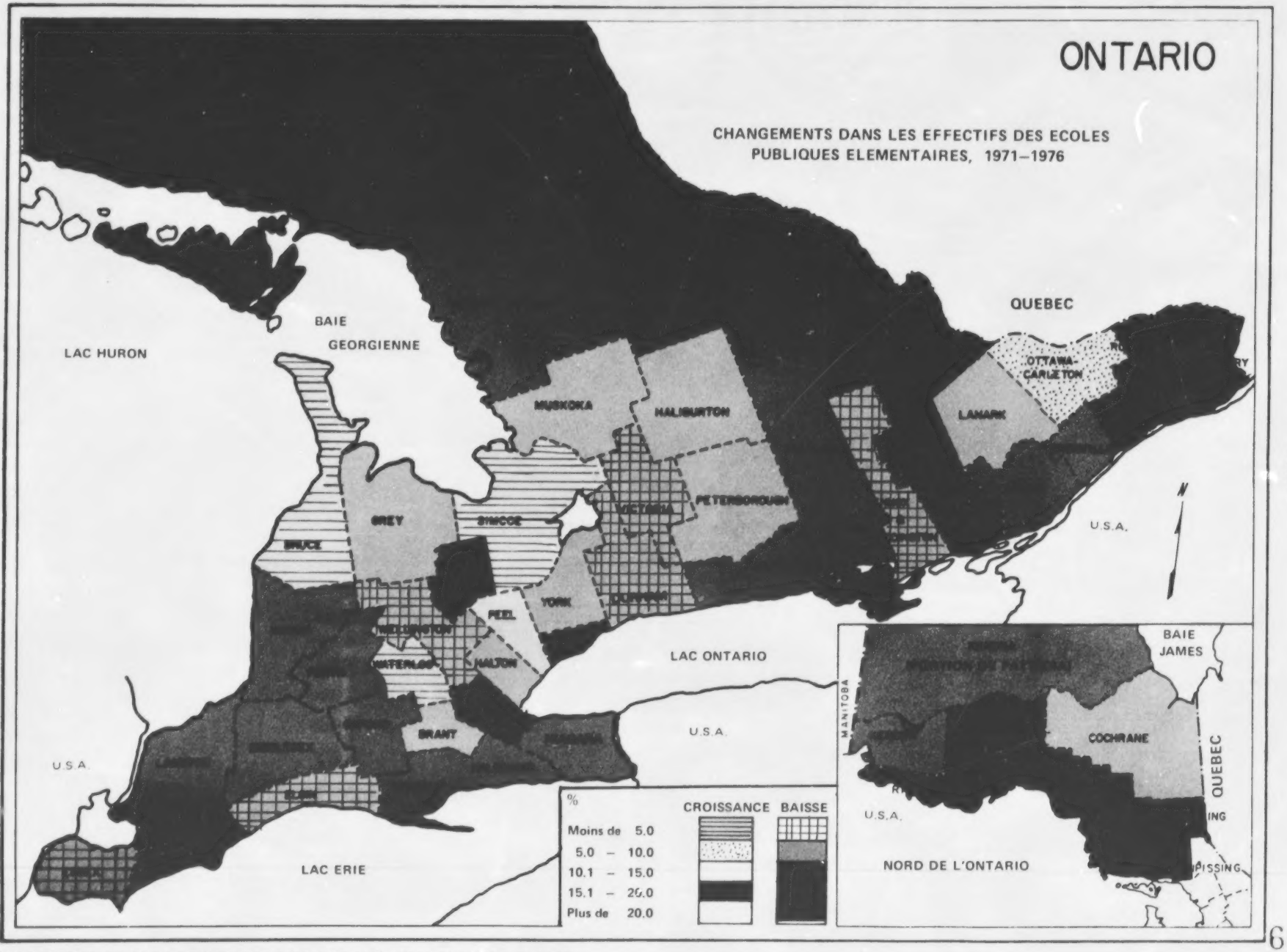
A. NOMBRES

ANNEE	TRIMESTRE	POPULATION ESTIMEE				
		Canada	Nouvelle Ecosse	Québec	Ontario	Alberta
1974	4	22,490,500	814,700	6,144,000	8,099,700	1,741,400
1975	1	22,568,700	816,700	6,155,600	8,124,900	1,755,700
	2	22,639,400	818,500	6,167,200	8,149,800	1,768,900
	3	22,726,900	820,300	6,184,500	8,181,900	1,782,500
	4	22,815,700	824,000	6,198,100	8,211,800	1,799,000
1976	1	22,883,900	826,500	6,211,500	8,228,800	1,814,400
	2	22,946,300	827,700	6,224,600	8,250,000	1,828,100
	3	23,025,400	829,400	6,240,000	8,278,100	1,843,700
	4	23,111,300	832,700	6,255,400	8,306,100	1,862,300
1977	1	23,179,600	833,900	6,265,600	8,329,700	1,878,000
	2	23,242,900	834,500	6,276,100	8,354,700	1,890,200
	3	23,315,600	835,700	6,285,100	8,383,900	1,904,200
	4	23,388,100	838,000	6,283,500	8,417,000	1,923,000

B. INDICE DE CROISSANCE (RAPPORT SUR LE TRIMESTRE PRECEDENT x 1000)

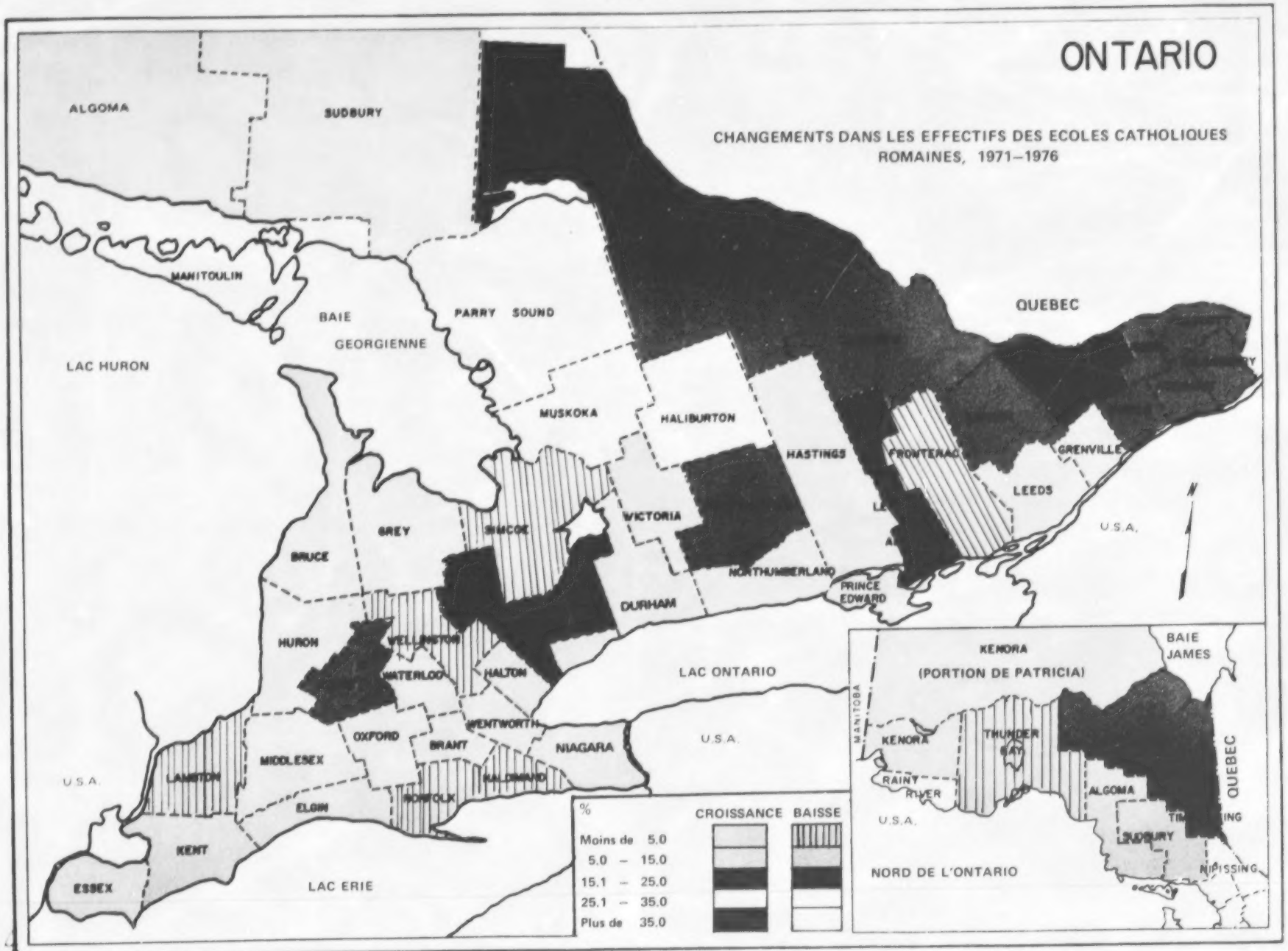
1975	1	1,003.5	1,002.5	1,001.9	1,003.1	1,008.2
	2	1,003.1	1,002.2	1,001.9	1,003.1	1,007.5
	3	1,003.9	1,002.2	1,002.8	1,003.9	1,007.7
	4	1,003.9	1,004.5	1,002.2	1,003.7	1,009.3
	Moyenne	1,003.6	1,002.9	1,002.2	1,003.5	1,008.2
1976	1	1,003.0	1,003.0	1,002.2	1,002.1	1,008.6
	2	1,002.7	1,001.5	1,002.1	1,002.6	1,007.6
	3	1,003.4	1,002.1	1,002.5	1,003.4	1,008.5
	4	1,003.7	1,004.0	1,002.5	1,003.4	1,010.1
	Moyenne	1,003.2	1,002.7	1,002.3	1,002.9	1,008.7
1977	1	1,003.0	1,001.4	1,001.6	1,002.8	1,008.4
	2	1,002.7	1,000.7	1,001.7	1,003.0	1,006.5
	3	1,003.1	1,001.4	1,001.4	1,003.5	1,007.4
	4	1,003.1	1,002.8	999.7	1,003.9	1,009.9
	Moyenne	1,003.0	1,001.6	1,001.1	1,003.3	1,008.1

FIGURE 2.5



LA COMMISSION SUR LA BAISSE DES EFFECTIFS SCOLAIRES EN ONTARIO (CBES)

FIGURE 2.6



LA COMMISSION SUR LA BAISSE DES EFFECTIFS SCOLAIRES EN ONTARIO (CBES)

TABLEAU 2.4

DIX ANS DE CROISSANCE DE LA POPULATION
ET DES EFFECTIFS SCOLAIRES
ONTARIO: 1967 A 1976

Année	Population totale	Effectifs des écoles élémentaires et secondaires[1]				
		Public	Séparé	Total	Total des écoles secondaires	Total
1967	7,127,000	1,002,555	402,497	1,405,052	463,736	1,868,788
1968	7,262,000	1,021,676	408,914	1,430,590	500,807	1,931,397
1969	7,385,000	1,042,561	413,556	1,456,117	530,679	1,986,796
1970	7,551,000	1,047,055	418,433	1,465,488	556,913	2,022,401
1971	7,703,000	1,034,703	422,137	1,456,840	574,520	2,031,360
1972	7,834,000	1,022,935	422,166	1,445,101	583,013	2,028,114
1973	7,939,000	998,668	424,217	1,422,885	585,725	2,008,610
1974	8,094,000	977,545	427,294	1,404,839	589,650	1,994,489
1975	8,226,000	961,625	427,853	1,389,478	605,160	1,994,638
1976	8,264,000	937,292	422,793	1,360,085	613,055	1,973,140

Source: Revue Statistique de l'Ontario (TEAI)

[1] Rapports annuels du Ministère de l'éducation de l'Ontario.

Il est clair que les années 1971 à 1976 ont marqué une période difficile de contraction pour les écoles élémentaires. Les difficultés ont été masquées en partie par les changements dans les rapports des nombres d'élèves-enseignants et par l'achèvement virtuel des systèmes de jardins d'enfants senior, de jardins d'enfants junior et des programmes d'éducation dans la province. Les écoles secondaires n'étaient pas encore touchées, à part dans certaines ons, et continuèrent en fait leur expansion, étant à la crête de la vague démographique. Ceci contribua à dissimuler la baisse dans certains secteurs du système scolaire. (Notons que la baisse ne semble pas encore se manifester dans les relevés préliminaires d'effectifs de 1977.)

Bien d'autres choses étranges se sont produites sous la surface lisse de la vague démographique montante en Ontario.

Nous nous sommes urbanisés, ou tout au moins nous sommes moins des agriculteurs, comme l'indiquent les chiffres villes-campagnes au tableau 2.5 pour les années 1931 à 1971 et les barres de la figure 2.7 pour la même période. Ceci s'est accompagné d'un exode ville-banlieue entre 1971 et 1976. Les mêmes tendances se retrouvent presque partout, mais le fort courant migratoire vers l'Ontario, en grande partie vers les centres urbains et leur périphérie, a précipité la transition ici (en accélérant la disparition de terres arables de l'Ontario du sud sous le béton et l'asphalte).

Les rapports hommes-femmes, par groupes d'âge de cinq ans, changent et le rapport des sexes présenté au tableau 2.6 et représenté par des courbes multilinéaires à la figure 2.8 dit bien ce qu'il dit lorsqu'on passe de 1931 à 1976. Nous passons d'une société de pionniers dominée par les hommes au monde de demain dominé par les femmes. Les femmes ont toujours paru plus fortes et en meilleure santé; de plus, elles vivent bien plus longtemps que

TABLEAU 2.5

REPARTITION VILLE-CAMPAGNE EN ONTARIO
1931 A 1971

Année de recensement	Total	Villes		Campagne	
		No.	%	No.	%
1931	3,431,683	2,095,992	61.1	1,335,691	38.9
1941	3,787,655	2,591,494	68.4	1,196,161	31.6
1951	4,597,542	3,375,825	73.4	1,221,717	26.6
1956	5,404,933	4,102,919	75.9	1,302,014	24.1
1961	6,236,092	4,823,529	77.4	1,412,563	22.6
1966	6,960,870	5,593,440	80.4	1,367,430	19.6
1971	7,703,105	6,343,630	82.4	1,359,475	17.6

Source: Statistique Canada, Vol. 1, 1ère Partie, Cat. No. 92-709

FIGURE 2.7

REPARTITION VILLE–CAMPAGNE DE LA POPULATION EN ONTARIO, 1931 A 1971

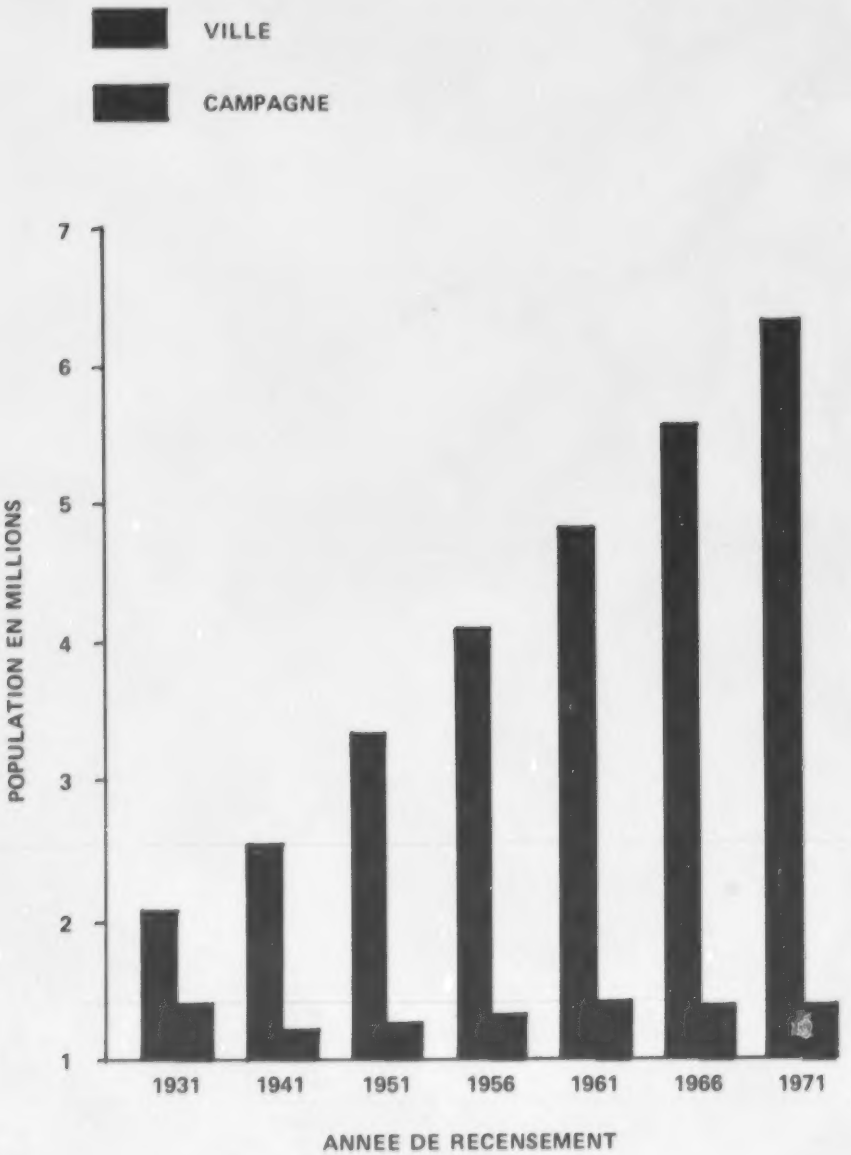


TABLEAU 2.6

RAPPORT DE SEXE EN POURCENTAGE DU GROUPE D'AGES EN ONTARIO, 1931-1976

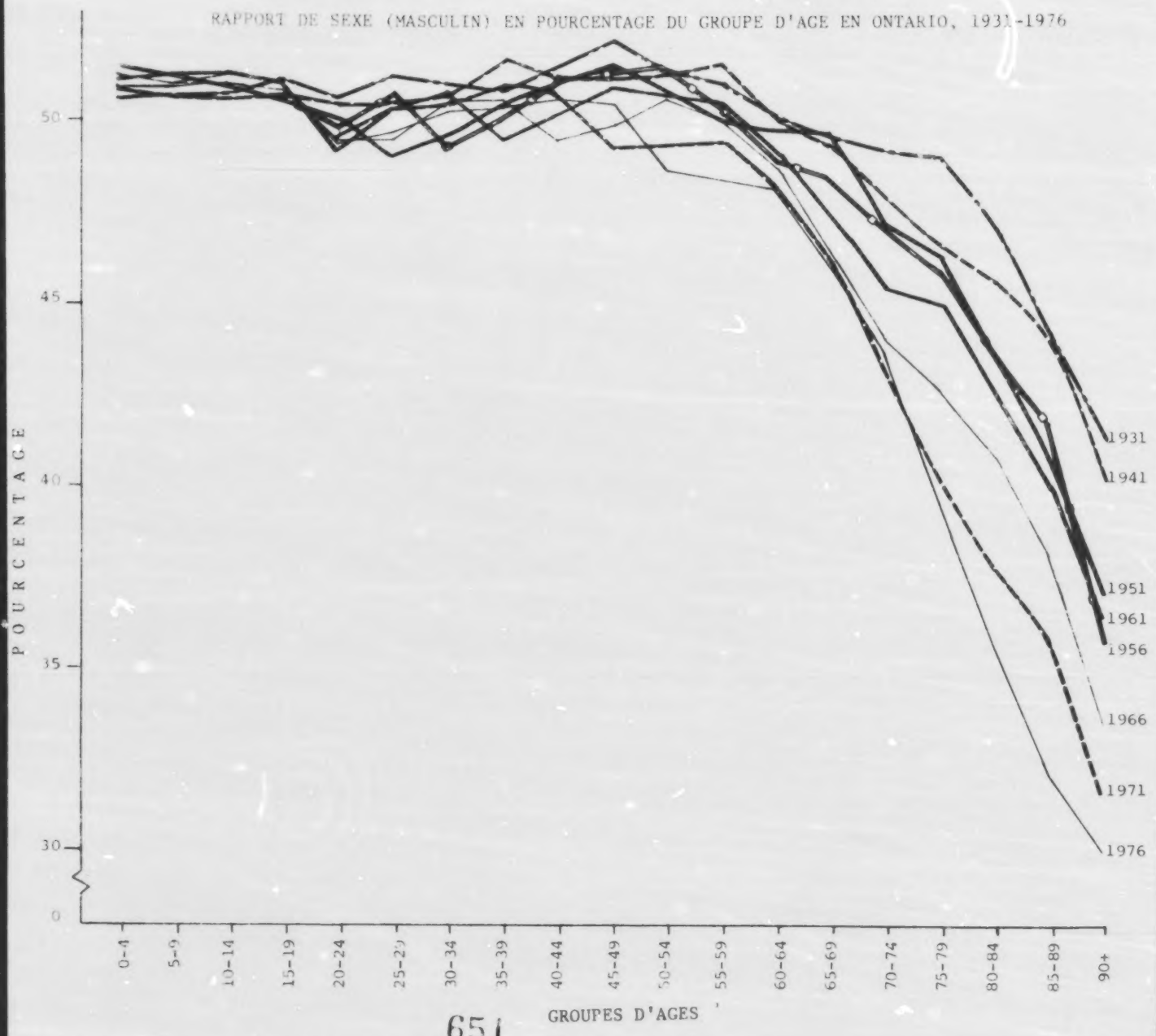
MASCULIN

GROUPES D'AGES	1931	1941	1951	1956	1961	1966	1971	1976
0 - 4	50.7	50.9	51.2	51.0	51.2	51.3	51.2	51.3
5 - 9	50.7	50.7	51.2	51.0	51.2	51.1	51.2	51.2
10 - 14	50.8	50.7	50.9	51.1	51.3	51.1	51.3	51.2
15 - 19	51.2	50.8	50.7	50.7	51.1	50.9	50.8	51.1
20 - 24	50.7	50.5	50.2	49.9	49.2	49.6	49.7	49.5
25 - 29	51.3	50.6	49.1	50.8	50.5	49.6	50.5	49.8
30 - 34	51.1	50.8	49.5	49.4	50.8	50.7	50.6	50.4
35 - 39	51.0	51.8	50.7	50.1	49.6	50.7	51.1	50.5
40 - 44	51.6	51.3	51.2	51.3	50.3	49.6	51.0	50.7
45 - 49	52.4	51.3	51.7	51.6	51.0	50.0	49.5	50.6
50 - 54	51.5	51.4	50.0	51.5	50.9	50.7	49.5	48.8
55 - 59	51.3	51.7	50.2	50.5	50.7	50.2	49.6	48.5
60 - 64	50.3	50.3	50.0	49.1	49.3	49.0	48.6	48.3
65 - 69	49.8	49.6	49.9	48.6	47.7	46.7	46.6	46.2
70 - 74	49.4	48.2	47.4	47.2	45.7	44.3	43.4	43.8
75 - 79	49.3	46.9	46.6	46.2	45.2	42.9	40.4	39.7
80 - 84	47.0	45.9	43.9	43.7	42.8	41.1	38.0	35.8
85 - 89	44.2	44.5	41.1	42.0	40.3	38.4	36.2	32.5
90 +	41.7	40.6	37.3	35.9	36.7	33.7	31.7	30.2

Source: Statistique Canada, Vol. 1, 2è partie, Cat. No. 92-714

FIGURE 2.8

RAPPORT DE SEXE (MASCULIN) EN POURCENTAGE DU GROUPE D'AGE EN ONTARIO, 1931-1976



les hommes. Mais cela pourrait bien changer lorsque les femmes s'engageront de plus en plus dans le monde des affaires, de l'industrie et de la guerre.

Un fait qui intéresse et inquiète plus directement les éducateurs est la série de changements dans la pyramide des âges de notre population. Bien des gens, qui ne sont pas dans l'éducation s'y intéressent aussi si l'on doit en juger par ce que l'on entend et voit à la radio et à la télévision ces derniers temps. On semble pris d'une peur grandissante de ce que signifiera une population vieillissante, lorsque la majorité d'entre nous seront dans le deuxième ou le troisième âge avec le danger que poseront un nombre grandissant de vieillards voûtés et claquant de leurs fausses dents dans leurs chaises roulantes tout en réclamant une attention que les jeunes ne pourront ou ne voudront leur accorder.

Les bébés revenaient trop cher et demandaient trop d'attention; les vieux risquent d'être une charge aussi lourde et aussi chère. Une menace se dessinera-t-elle pour cette société riche? L'euthanasie à grande échelle, monsieur? N'avons-nous pas vu jusqu'à certaines églises protestantes flirter timidement avec ce concept pour les cas des infirmes ou des impotents très jeunes ou très vieux? N'avons-nous pas légalisé l'avortement thérapeutique au point d'en avoir un toutes les dix minutes?

Que la pyramide des âges a beaucoup changé transparaît immédiatement des chiffres des tableaux 2.7(a) à 2.7(c) correspondant aux groupes d'âges de cinq ans commençant à l'année de recensement de 1931 (avec les "légions de damnés" nés pendant la dépression) à 1976 (où l'on compte si peu d'enfants).

Les barres de la figure 2.9 représentant les répartitions d'âges superposées au cours de ces 45 ans m'amusent beaucoup et ne manquent pas d'ennuyer le

TABLEAU 2.7(a)

POPULATION RECENSEE EN ONTARIO PAR GROUPES D'AGES, 1931-1976
POPULATION MASCULINE
(X 1,000)

Groupes d'ages	1931		1941		1951		1956		1961		1966		1971		1976	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0-4	156.1	8.9	151.5	7.9	263.5	11.4	320.7	11.8	379.2	12.1	382.5	11.0	326.2	8.5	311.7	7.6
5-9	168.8	9.7	152.9	8.0	204.6	8.8	287.4	10.6	345.3	11.0	393.4	11.3	401.2	10.5	342.0	8.4
10-14	161.6	9.2	164.6	8.6	165.7	7.2	217.8	8.0	304.0	9.7	351.9	10.1	403.7	10.5	409.3	10.0
15-19	163.4	9.3	172.1	9.0	160.2	6.9	176.0	6.5	223.1	7.1	304.7	8.8	362.2	9.4	412.7	10.1
20-24	147.7	8.5	163.6	8.5	176.9	7.6	182.4	6.7	190.4	6.1	240.7	6.9	334.9	8.7	368.3	9.0
25-29	135.9	7.8	159.9	8.3	190.3	8.2	212.0	7.8	213.6	6.8	215.4	6.2	286.7	7.5	356.4	8.7
30-34	128.8	7.4	145.6	7.6	173.7	7.5	216.9	8.0	233.8	7.5	226.6	6.5	242.0	6.3	295.6	7.2
35-39	125.8	7.2	139.1	7.2	172.7	7.5	195.8	7.2	232.8	7.4	239.6	6.9	239.3	6.2	247.3	6.0
40-44	118.0	6.8	128.3	6.7	154.9	6.7	185.1	6.8	200.0	6.4	233.0	6.7	242.0	6.3	240.8	5.9
45-49	108.1	6.2	119.4	6.2	138.5	6.0	161.1	5.9	183.9	5.9	195.5	5.6	232.6	6.1	238.9	5.8
50-54	91.6	5.2	110.0	5.7	126.2	5.5	138.8	5.1	157.8	5.0	179.0	5.2	188.8	4.9	227.1	5.5
55-59	70.3	4.0	94.0	4.9	105.5	4.6	119.4	4.4	131.0	4.2	147.1	4.2	170.4	4.4	179.0	4.4
60-64	57.8	3.3	75.3	3.9	91.3	3.9	95.4	3.5	107.8	3.4	119.6	3.4	136.1	3.5	157.5	3.8
65-69	46.2	2.6	57.7	3.0	77.4	3.3	81.4	3.0	85.9	2.7	93.1	2.7	106.1	2.8	120.5	2.9
70-74	35.4	2.0	41.4	2.1	54.9	2.4	63.4	2.3	66.9	2.1	70.4	2.0	74.4	1.9	86.4	2.1
75-79	19.7	1.1	25.9	1.3	32.8	1.4	38.4	1.4	44.2	1.4	46.6	1.3	48.9	1.3	54.4	1.3
80-84	9.3	0.5	13.6	0.7	16.7	0.7	19.4	0.7	22.9	0.7	26.0	0.8	28.3	0.7	29.7	0.7
85-89	3.4	0.2	4.9	0.3	6.5	0.3	7.9	0.3	9.1	0.3	10.7	0.3	13.0	0.3	13.5	0.3
90+	1.0	0.1	1.3	0.1	1.9	0.1	2.3	0.1	2.9	0.1	3.3	0.1	4.4	0.1	5.8	0.1
Total	1,748.8	100.0	1,921.2	100.0	2,314.2	100.0	2,721.5	100.00	3,134.5	100.0	3,479.1	100.0	3,840.9	100.0	4,096.9	100.0

Les chiffres ont été arrondis et leur somme peut ne pas correspondre au total

Sources: 1931 à 1961, Bureau de Statistique du Dominion, 1961 Cat. de Rec. 92-541, Vol. 1-Part 2, pp. 20-5, Masc. Fem. et Total.
1966 à 1971, Statistique Canada, 1971 Cat. de Rec. 92-715, Voé. 1-Part 2, pp. 7-5 et 7-6 Masc. Fem. et Total.

653

TABLEAU 2.7(b)

POPULATION RECENSEE EN ONTARIO PAR GROUPE D'AGES, 1931-1976
POPULATION FEMININE
(x 1,000)

Groupes d'âges	1931		1941		1951		1956		1961		1966		1971		1976	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0-4	151.6	9.0	146.4	7.8	251.2	11.0	308.1	11.5	361.0	11.6	363.2	10.4	311.0	8.0	295.5	7.1
5-9	164.2	9.8	148.6	8.0	194.7	8.5	276.3	10.3	329.2	10.6	376.6	10.8	382.4	9.9	325.9	7.8
10-14	156.7	9.3	160.2	8.6	159.6	7.0	208.1	7.8	289.1	9.3	336.4	9.7	384.0	9.9	389.5	9.3
15-19	155.6	9.2	167.0	8.9	155.5	6.8	170.8	6.4	213.8	6.9	294.5	8.5	351.2	9.1	395.3	9.5
20-24	143.5	8.5	160.4	8.6	175.4	7.7	182.8	6.8	196.6	6.3	244.4	7.0	339.3	8.8	376.1	9.0
25-29	128.8	7.6	155.8	8.3	197.0	8.6	205.4	7.6	209.1	6.7	218.4	6.3	280.7	7.3	359.5	8.6
30-34	123.4	7.3	140.9	7.6	177.3	7.8	221.9	8.3	226.0	7.3	220.6	6.3	236.1	6.1	290.8	7.0
35-39	121.0	7.2	129.3	6.9	168.1	7.4	195.0	7.3	236.5	7.6	233.0	6.7	229.3	5.9	242.7	5.8
40-44	110.6	6.6	122.0	6.5	147.5	6.5	176.0	6.6	197.3	6.4	236.4	6.8	232.2	6.0	233.8	5.6
45-49	98.1	5.8	113.2	6.1	129.6	5.7	151.1	5.6	176.8	5.7	195.5	5.6	237.3	6.1	233.0	5.6
50-54	86.1	5.1	104.1	5.6	121.3	5.3	130.5	4.9	151.9	4.9	174.4	5.0	192.4	5.0	237.9	5.7
55-59	66.8	4.0	87.7	4.7	104.8	4.6	117.1	4.4	127.3	4.1	146.2	4.2	173.1	4.5	190.4	4.6
60-64	57.2	3.4	74.4	4.0	91.2	4.0	98.8	3.7	110.7	3.6	124.5	3.6	143.9	3.7	168.8	4.0
65-69	46.5	2.8	58.6	3.1	77.7	3.4	86.0	3.2	94.2	3.0	106.1	3.0	121.7	3.2	140.4	3.4
70-74	36.2	2.2	44.5	2.4	61.0	2.7	70.8	2.6	79.4	2.6	88.6	2.5	97.1	2.5	110.9	2.7
75-79	20.3	1.2	29.3	1.6	37.6	1.6	44.8	1.7	53.5	1.7	61.9	1.8	72.1	1.9	82.7	2.0
80-84	10.5	0.6	16.0	0.9	21.3	0.9	25.0	0.9	30.6	1.0	37.2	1.1	46.1	1.2	53.3	1.3
85-89	4.3	0.3	6.1	0.3	9.3	0.4	10.9	0.4	13.6	0.4	17.2	0.5	23.0	0.6	28.0	0.7
90+	1.4	0.1	1.9	0.1	3.2	0.1	4.2	0.2	5.0	0.2	6.5	0.2	9.5	0.3	13.3	0.3
Total	1,682.8	100.0	1,866.5	100.0	2,283.4	100.0	2,683.4	100.0	3,101.6	100.0	3,481.7	100.0	3,862.2	100.0	4,167.6	100.0

Les chiffres ont été arrondis et leur somme peut ne pas correspondre au total.

Sources: 1931 à 1961, Bureau de Statistique du Dominion, 1961 Cat. de Rec. 92-541, Vol. 1-Part 2, pp. 20-5 et 20-6, Masc., Fem. et Total.
1966 à 1971, Statistique Canada, 1971 Cat. de Rec. 92-715, Vol. 1-Part 2, pp. 7-5, et 7-6, Masc., Fem. et Total.

TABLEAU 2.7(c)

POPULATION RECENSEE EN ONTARIO PAR GROUPES D'AGES, 1931-1976
POPULATION MASCULINE ET FEMININE
(x 1,000)

Groupes d'âges	1931		1941		1951		1956		1961		1966		1971		1976	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0-4	307.7	8.9	297.9	7.8	514.7	11.2	628.8	11.6	740.2	11.8	745.7	10.7	637.3	8.3	607.2	7.3
5-9	333.0	9.7	301.5	7.9	399.3	8.7	563.7	10.4	674.5	10.8	770.1	11.1	783.5	10.2	667.8	8.1
10-14	318.3	9.2	324.8	8.5	325.3	7.1	425.9	7.9	593.0	9.5	688.3	9.9	787.7	10.2	798.8	9.7
15-19	319.0	9.3	339.1	8.9	315.7	6.9	346.8	6.4	436.9	7.0	599.2	8.6	713.4	9.3	808.0	9.8
20-24	291.3	8.4	324.0	8.6	352.4	7.7	365.2	6.8	387.0	6.2	485.1	7.0	674.1	8.7	744.4	9.0
25-29	264.8	7.7	315.7	8.3	387.2	8.4	417.4	7.7	422.7	6.8	433.9	6.2	567.3	7.4	715.8	8.7
30-34	252.2	7.4	286.5	7.6	351.0	7.6	438.7	8.1	459.8	7.4	447.2	6.4	478.2	6.2	586.5	7.1
35-39	246.7	7.2	268.4	7.1	340.8	7.4	390.8	7.2	469.3	7.5	472.6	6.9	468.5	6.1	490.0	5.9
40-44	228.6	6.7	250.3	6.6	302.3	6.6	361.1	6.7	397.3	6.4	469.4	6.7	474.1	6.1	474.6	5.7
45-49	206.2	6.0	232.6	6.1	268.1	5.8	312.2	5.8	360.7	5.8	391.0	5.6	469.8	6.1	471.9	5.7
50-54	177.7	5.2	214.1	5.7	247.5	5.4	269.3	5.0	309.8	5.0	353.4	5.1	381.1	4.9	465.0	5.6
55-59	137.1	4.0	181.7	4.8	210.3	4.6	236.5	4.4	258.3	4.1	293.3	4.2	343.6	4.5	369.4	4.5
60-64	115.0	3.4	149.6	4.0	182.5	4.0	194.1	3.6	218.5	3.5	244.1	3.5	280.0	3.6	326.3	3.9
65-69	92.7	2.7	116.3	3.1	155.1	3.4	167.4	3.1	180.1	2.9	199.2	2.9	227.8	3.0	260.9	3.2
70-74	71.6	2.1	85.9	2.3	115.9	2.5	134.2	2.5	146.3	2.3	159.0	2.3	171.5	2.2	197.3	2.4
75-79	40.0	1.2	55.2	1.5	70.4	1.5	83.2	1.5	97.7	1.6	108.5	1.6	121.0	1.6	137.0	1.7
80-84	19.8	0.6	29.6	0.8	38.0	0.8	44.4	0.8	53.5	0.9	63.2	0.9	74.4	1.0	83.0	1.0
85-89	7.7	0.2	11.0	0.3	15.8	0.3	18.8	0.4	22.6	0.4	27.9	0.4	35.9	0.5	41.5	0.5
90+	2.4	0.1	3.2	0.1	5.1	0.1	6.4	0.1	7.9	0.1	9.8	0.1	13.9	0.2	19.2	0.2
Total	3,431.7	100.0	3,787.7	100.0	4,597.6	100.0	5,404.9	100.0	6,236.1	100.0	6,961.0	100.0	7,703.1	100.0	8,264.5	100.0

Les chiffres ont été arrondis et leur somme peut ne pas correspondre au total.

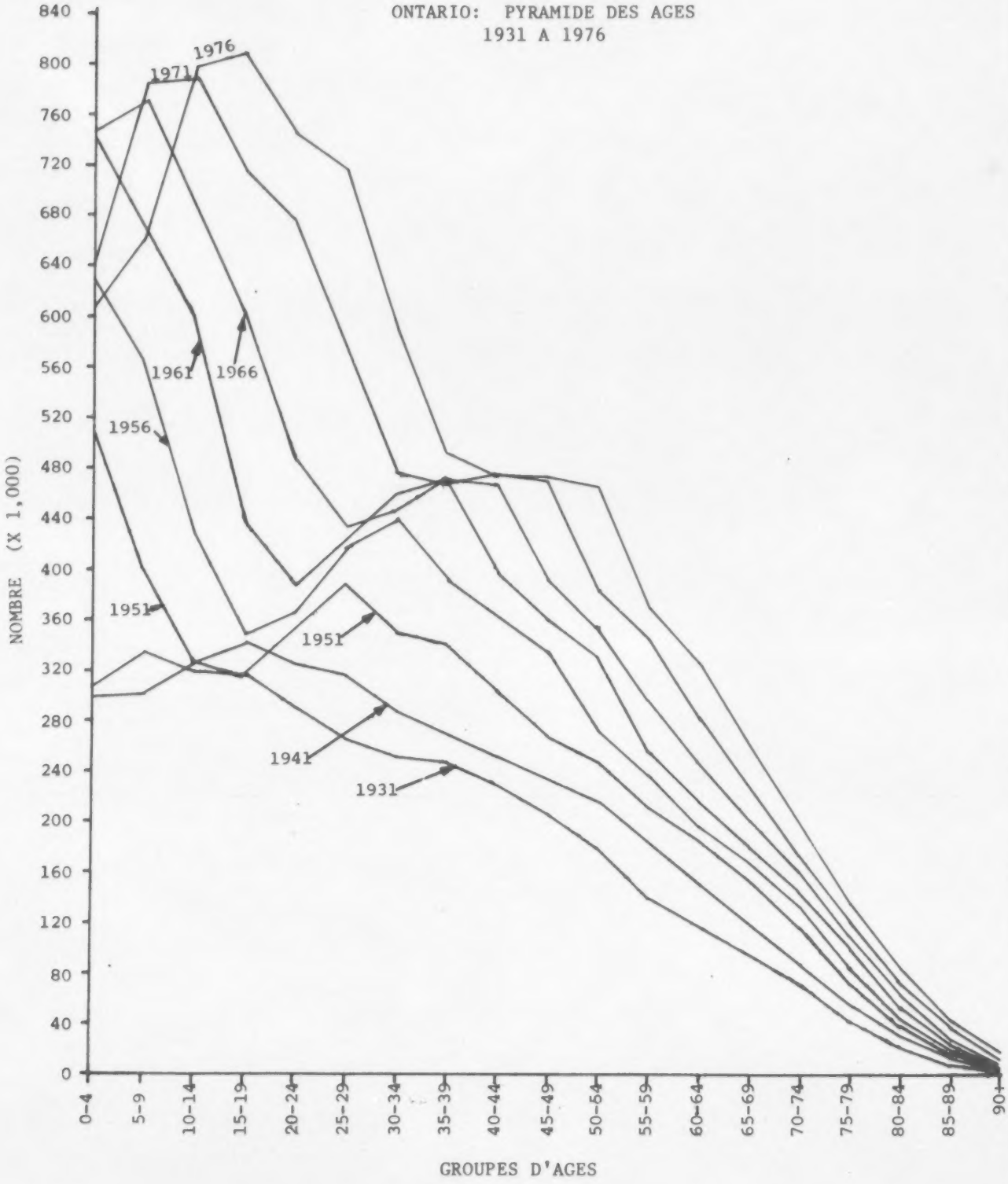
Source: 1931 à 1961, Bureau de Statistique du Dominion, 1961 Cat. de Rec. 92-541, Vol. 1-Part 2, pp. 20-5 et 20-6, Masc., Fem. et Total.
1966 à 1971, Statistique Canada, 1971 Cat. de Rec. 92-715, Vol. 1-Part 2, pp. 7-5 et 7-6, Masc., Fem. et Total.

658

657

FIGURE 2.9

ONTARIO: PYRAMIDE DES AGES
1931 A 1976



lecteur jusqu'à l'impatience. Comment est-il possible de faire cela à qui que ce soit et à soi-même surtout! Et pourtant, nous continuons sans retenue de prolonger le cycle de vie, d'augmenter l'espérance de vie à la naissance jusqu'à 80 ans et bientôt jusqu'à 110 ans peut-être, tandis que les savants prennent le cancer, les maladies de coeur et autres et les "terrassent" bien mieux que nos politiciens qui essaient d'en faire autant dans leur lutte contre l'inflation et le chômage dans ce que nous appelons notre économie malade.

Des tableaux plus détaillés sont donnés à l'annexe statistique, empruntés de revues de Statistique Canada pour la plupart, dont certaines sont un plaisir à lire lorsque l'on découvre, cachées dans le jargon de la fonction publique, des preuves indubitables d'un sens de l'humour pincé et plaisant.

Il y a jusqu'à notre tissu linguistique et ethnique qui a changé énormément au cours de ces années de 1931 à 1976.

Les chiffres de notre population entière par langue maternelle (sans oublier que le concept de "la langue maternelle" est aussi changeant que le caméléon) sont donnés au tableau 2.8. Remarquez ce "chassé-croisé", pour ainsi dire, vers une tour de Babel d'un grand nombre de langues accompagné d'un passage général à l'Anglais. Les "langues d'héritage" sont en danger évident de disparition (mis à part le français, lui-même en danger en dehors du Québec bien que stable en Ontario comme l'indique le tableau 2.9). Il faut supposer que le multiculturalisme dont nous nous targuons "fuira à l'horizon" avec les langues sur lesquelles il s'appuie.

Les origines ethniques de nos compatriotes changent constamment, comme le révèlent les chiffres du tableau 2.10 pour les groupes ethniques princi-

TABLEAU 2.8

POPULATION PAR LANGUE MATERNELLE EN ONTARIO, 1931-1976

ANNEE	Anglais	Français	Allemand	Indien et Eskimo	Italien	Néerlandais	Polonais	Ukrainien	Autre	Total
1931	2,796,821	236,386	82,089	-	44,715	4,598	38,388	30,175	31,528	3,264,700
1941	3,073,320	289,146	66,037	25,510	42,888	7,761	45,502	48,318	4,693	3,603,175
1951	3,755,442	341,502	72,686	24,811	52,136	26,913	58,053	73,710	192,289	4,597,542
1961	4,834,623	425,302	183,789	26,754	207,937	90,051	83,214	89,766	294,656	6,236,092
1971	5,971,570	482,040	184,880	28,590	344,285	77,475	73,985	80,230	460,050	7,703,110
1976	6,457,645	462,010	154,625	21,215	309,310	66,330	57,050	76,040	659,680	8,264,465

Source: Statistique Canada, Recensement du Canada, Vol. 1, Population

TABLEAU 2.9

RECENSEMENT DE 1971: LANGUE PAR GROUPE ETHNIQUE
EN ONTARIO

Catégorie de langue	ORIGINE ETHNIQUE									
	NES AU CANADA					NES A L'ETRANGER				
	Total	Britannique[1]	Française	Allemande	Italienne	Total	Britannique	Française	Allemande	Italienne
Catégories	5,995,710	3,946,185	719,190	337,075	203,525	1,707,400	629,830	18,165	138,235	259,575
Langue maternelle										
• Anglais	5,182,085	3,905,705	282,175	290,220	112,020	785,640	619,910	7,565	20,975	14,080
• Français	466,605	22,210	434,260	2,205	1,500	15,740	1,390	9,110	405	925
• Correspondant au groupe éthnique	239,785	-	-	43,170	89,200	577,900	-	-	113,695	242,680
• Autre	107,235	18,270	2,760	1,485	800	328,115	11,520	1,490	3,165	1,890
Langue la plus souvent parlée à la maison										
• Anglais	5,468,860	3,929,055	394,290	318,060	133,095	1,089,205	625,755	11,685	81,140	49,960
• Francais	342,410	11,225	324,045	1,405	1,665	10,055	520	5,825	255	525
• Correspondant au groupe éthnique	135,090	-	-	17,000	68,235	384,225	-	-	55,040	207,935
• Autre	49,345	5,910	910	615	525	223,915	3,555	655	1,805	1,150
Langue officielle										
• Anglais seulement	5,248,795	3,789,350	232,535	323,540	175,865	1,475,305	602,315	6,940	126,805	178,000
• Français seulement	88,270	1,760	83,790	415	995	4,570	80	1,205	75	1,520
• Anglais et Français	617,625	154,410	402,830	10,800	9,410	98,440	27,055	9,960	7,925	13,635
• Ni Français ni Anglais	41,020	665	40	2,325	17,255	129,070	375	60	3,440	66,425

[1] Inclut l'Anglais, l'Irelandais, l'Ecossais et le Gallois.

Source: Statistique Canada, (Catalogue 92-736; Vol. 1, 4è partie).

TABLEAU 2.10

POPULATION PAR GROUPES D'AGES, ONTARIO,
ANNEES DE RECENSEMENT 1951-1971

Groupes éthniques	1931	1941	1951	1961	1971[1]
Ontario	3,431,683	3,787,655	4,597,542	6,236,092	7,703,105
Iles Britanniques	2,539,771		3,081,867	3,711,536	4,576,010
Anglais	1,319,612	1,456,968	1,662,966	1,939,867	-
Irelandais	647,831	665,339	723,888	873,647	-
Ecossais	549,648	578,127	658,594	835,590	-
Autres	22,680	29,396	36,471	62,432	-
Autres Européens	837,469		1,363,063	2,298,031	2,858,060
Français	299,732	373,990	477,677	647,941	737,360
Autrichiens, nsa[2]	9,607	8,352	8,126	34,488	15,765
Belges	7,310	8,575	11,592	22,142	19,955
Tchèques, Slovaques	8,871	16,810	29,025	33,332	40,770
Finlandais	27,137	26,827	29,327	39,096	38,515
Allemands	174,006	167,102	222,028	400,717	475,320
Grecs	n.a.	n.a.	7,248	29,062	67,025
Hongrois	13,786	22,039	28,182	59,427	65,695
Italiens	50,536	60,085	87,622	273,864	463,095
Juifs	62,383	69,875	74,920	65,280	135,195
Lithuaniens	n.a.	n.a.	8,871	16,200	15,365
Néerlandais	60,241	73,001	98,373	191,017	206,940
Polonais	42,384	54,893	89,825	149,524	144,115
Roumains	8,267	7,826	8,008	15,787	9,255
Russes	10,050	11,218	16,885	28,327	12,580
Scandinaves	20,760	27,225	37,430	63,653	60,225
Danois)			7,943	22,586	19,075
Icelandais)			1,371	2,313	2,680
Norvégiens)	n.a.	n.a.	10,938	15,144	20,590
Suédois)			17,178	23,610	17,880
Ukrainiens	24,426	48,158	93,596	127,911	159,880
Yougoslaves	n.a.	n.a.	13,753	43,564	70,060
Autres	17,973	24,655	20,576	55,889	120,945
Asiatiques	12,297		22,138	39,277	96,385
Chinois	7,139	6,143	6,997	15,155	39,325
Japonais	n.a.	n.a.	8,581	11,870	15,600
Autres	5,158	5,877	6,560	12,252	41,460
Autres			130,422	187,248	172,660
Indiens, Eskimos	30,368	30,339	37,388	48,074	63,175
Noirs	n.a.	n.a.	6,926	11,062	18,200
Autres et inconnus	11,778	14,835	86,108	128,112	91,285

[1] Les sommes peuvent ne pas correspondre, les chiffres ayant été arrondis.

[2] nsa = non spécifié autrement

Source: Statistique Canada, Population, Groupes éthniques.

paux correspondant aux années de recensement de 1931 à 1971. Le sens de l'expression "groupe ethnique" telle qu'elle est utilisée dans le recensement a changé. Du temps rude et grossier de ma jeunesse, on parlait sans révérence (sans plus de clarté dans la définition) d'"origine raciale", expression bannie à jamais de notre langue et sans doute avec raison puisque nous étions aussi intolérants à l'époque qu'aujourd'hui (surtout quand il s'agissait de couleur de peau différente et de nos Indiens et Inuit). Mais nous traiterons de ce thème ultérieurement lorsque nous aborderons les migrations en plus de détails.

La saga de notre groupe de jeunes en Ontario (0-25 ans)

Les changements qui sont du plus grand intérêt, pour moi-même et pour tous les autres éducateurs, sont ceux qui ont caractérisé récemment le groupe des plus jeunes de 25 ans et moins. J'ai inclus les âges de 19 à 25 ans dans cette section pour tenir compte de l'âge transitoire entre les études et le travail sans empiéter sur l'autonomie jalousement défendue des collèges et universités.

Ces dernières (entendons leurs corps enseignants, leurs étudiants et même leurs administrateurs) seront touchées par ces développements "de vaches grasses suivies de vaches maigres" comme l'illustrent mes tables et figures, mais il me faut m'abstenir de commentaires sauf dans le cas où les effets concernent directement ou indirectement les niveaux seniors de nos écoles secondaires et nos instituts de formation d'enseignants (qui, je l'apprends avec étonnement, devront être appelés désormais instituts d'études dans le domaine de la formation d'enseignants).

Dans cette section, je ne reviendrai pas souvent aux années antérieures à 1961; c'est à partir de 1967 que la baisse des effectifs a commencé de

toucher nos systèmes scolaires. Je m'avancerai avec des valeurs projetées pour les recensements de 1981 et 1986, pour donner plus de poids et de sens à mes affirmations.

Je me dépêche d'ajouter que les projections pour 1981 et 1986 utilisées ici sont les miennes, taxées pertinemment d'approximations, mais d'une exactitude suffisante pour les besoins de la cause. D'ailleurs, je n'avais d'autre recours que d'aller de l'avant avec les moyens du bord: les autres statistiques n'arrivaient pas à temps pour la date limite du 28 février. Cependant, les données que nous avons obtenues, et en particulier certaines projections de Statistique Canada et TEIGA (Trésor, Economie et Affaires Intergouvernementales), seront publiées dans l'annexe statistique si bien que le lecteur pourra lui-même faire les changements nécessaires comme je le ferai moi-même si les nouvelles données le justifient. De plus, la situation est présentée ici comme un tout, bien que je sois au courant des grandes différences intraprovinciales, qui prévalent (en taux de fécondité aussi bien qu'en répartition des âges).

Pour commencer et comme concession majeure et exception à la règle, je donne les répartitions en chiffres au tableau 2.11 et en barres à la figure 2.10 par année pour les âges de 1 à 25 ans pour les recensements de 1941 à 1976. Il faut admettre que la figure ne paraît pas très claire (parce que notre esprit n'était pas très clair, peut-être, lorsque ces enfants sont nés). La courbe de 1941 est loin d'être réjouissante, n'est-ce pas? Ces années-là n'étaient sûrement pas les plus salubres pour notre pays. (Le moins de 40 ans en aura seulement entendu parler, bien sûr.)

Quant à la répartition des âges de 1976 qui recoupe certaines autres (voir celle de 1961 en particulier), elle va d'un maximum de 170,160 jeunes

TABLEAU 2.11

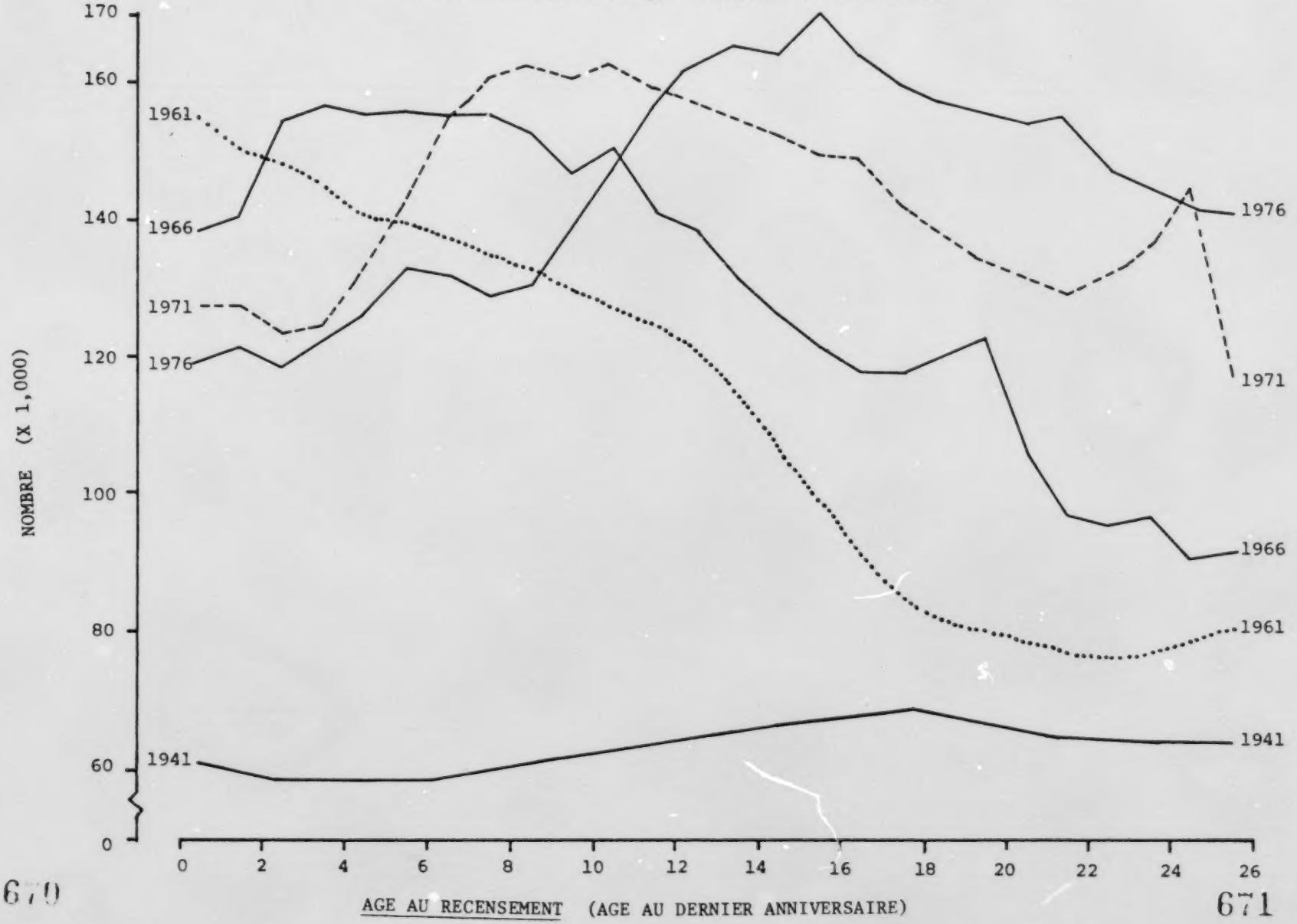
ONTARIO: REPARTITION PAR ANNEE D'AGE
1931-1976

Age	1931	1941	1951	1961	1966	1971	1976
Moins d'1 an	55,742	61,207	106,337	155,471	138,434	127,500	118,890
1	59,447	60,166	102,917	150,346	140,867	127,708	121,155
2	62,305	59,197	101,643	148,577	154,509	123,535	118,605
3	64,398	58,797	103,877	145,092	156,741	124,735	122,145
4	65,819	58,737	99,948	140,707	155,193	133,785	126,400
5	66,651	58,974	84,097	139,816	159,920	143,635	134,835
6	66,989	59,457	81,665	137,439	154,662	155,595	134,020
7	66,917	60,145	79,527	135,030	155,410	160,440	129,070
8	66,526	60,990	79,721	132,495	152,633	162,990	130,480
9	65,905	61,949	74,282	129,739	147,436	160,860	139,410
10	64,983	62,986	69,183	127,052	150,417	163,155	147,650
11	63,686	64,068	66,396	124,722	141,408	159,450	157,565
12	62,902	65,085	64,282	120,739	138,650	157,295	163,115
13	63,034	65,965	63,013	114,241	131,824	155,245	166,030
14	63,695	66,700	62,426	106,283	125,971	152,575	164,190
15	64,381	67,416	62,116	98,751	121,568	149,690	170,160
16	64,570	68,157	62,074	91,231	117,601	149,140	163,995
17	64,494	68,422	62,575	85,236	117,676	142,436	159,980
18	63,602	67,998	63,686	81,706	119,690	138,110	157,665
19	62,179	67,123	65,234	79,959	122,662	133,995	156,190
20	60,831	66,209	66,869	78,249	105,995	131,855	154,285
21	59,462	65,119	68,528	76,764	96,572	129,330	155,105
22	58,136	64,333	70,351	76,302	95,499	132,045	148,055
23	56,955	64,115	72,329	77,033	96,477	136,425	144,915
24	55,884	64,213	74,283	78,618	90,510	144,475	142,010
25	54,777	64,169	76,201	80,504	91,377	116,730	140,865

Source: Statistique Canada, Recensement du Canada - Révision générale.

FIGURE 2.10

ONTARIO: REPARTITION DES AGES (1941, 1961, 1966, 1971, 1976)
LES ENORMES VARIATIONS QUI DETERMINENT NOTRE AVENIR



670

671

de 15 ans à un minimum de 118,605 enfants de 2 ans. C'est ce qui découle de la baisse extraordinaire dans les naissances entre 1960 et 1976 (et qui se retrouvera dans des groupes d'âges plus avancés à l'avenir).

Les chiffres du tableau 2.12 sont encore plus importants pour nos systèmes scolaires et notre avenir. Ceux-ci concernent les personnes de 1 à 25 ans et sont tirés des résultats des recensements de 1971 et 1976 ainsi que de mes estimations de la population (approximatives, souvenez-vous) pour 1981 et 1986.

La dernière colonne de ce tableau, indiquant les diminutions et les augmentations entre 1976 et 1986 par année d'âge et par groupe d'âges de cinq ans, peut sembler tellement extraordinaire que le lecteur risque d'être étourdi par la surprise. Veuillez aussi remarquer que le changement réel au cours de cinq années seulement entre 1971 et 1976 dans le groupe de 5-9 ans est du même ordre de grandeur.

Par conséquent, il semble raisonnable de dire que les changements indiqués qui doivent intervenir entre 1976 et 1986, et les valeurs intermédiaires, qui peuvent être calculées entre 1976 et 1981 et entre 1981 et 1986, seront très près de la réalité, en supposant que les tendances dans les taux de migrations et de fécondité ne changent pas soudainement dans les huit ou neuf prochaines années. De toute manière, seuls les chiffres pour les moins de 5 ans en 1981 et les moins de 10 ans en 1986 sont susceptibles au hasard supplémentaire des naissances estimées.

Pour illustrer l'effet des diminutions de naissances qui avancent comme un glacier à travers les âges, cinq graphiques spéciaux ont été préparés (figures 2.11 à 2.15). Les premiers illustrent "la vague des diminutions" entre

TABLEAU 2.12

ONTARIO: REPARTITIONS D'AGES OBSERVEES ET CALCULEES

ANNEES DE RECENSEMENT 1971, 1976, 1981 ET 1986

(SUPPOSE UNE BAISSE DU TAUX DE FECONDITE A 1.5 ENFANT PAR FAMILLE EN 1983, RESTE CONSTANT APRES)

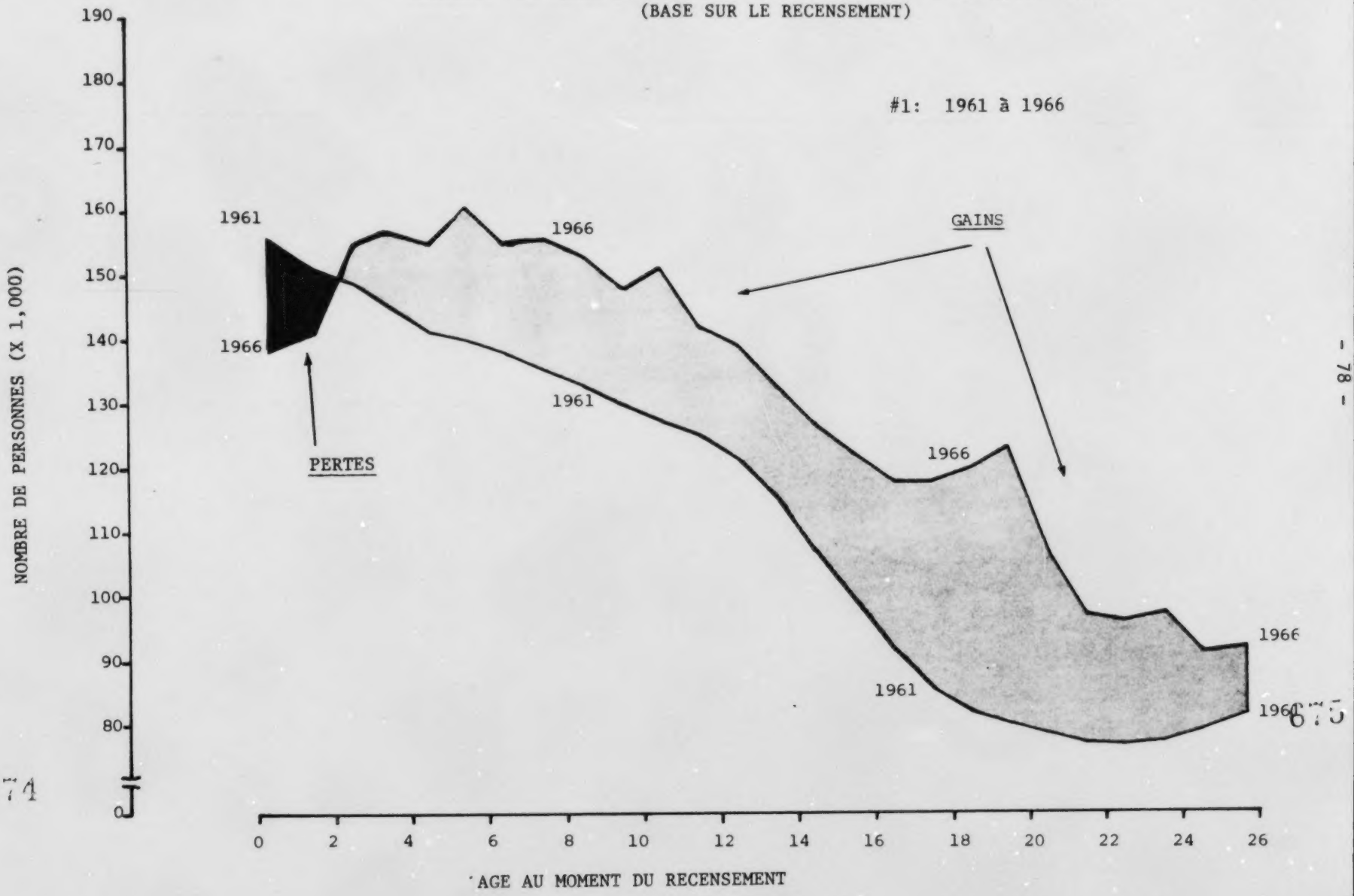
AGE AU DERNIER ANNIVERSAIRE	NOMBRE DE PERSONNES PAR AGE				CHANGEMENT
	RECENSEMENT 1971[1]	RECENSEMENT 1976[1]	RECENSEMENT 1981[2]	RECENSEMENT 1986[2]	(1986-1976) DECENNIE[2]
Moins d'1 an	127,500	118,890	117,400	119,600	710
1	127,705	121,155	117,700	121,300	145
2	123,535	118,605	116,500	120,300	1,695
3	124,735	122,145	120,400	124,200	2,055
4	133,785	126,400	123,500	126,200	-200
TOTAL	637,260	607,195	595,500	611,600	4,405
5	143,635	134,835	129,000	127,400	-7,435
6	155,595	134,020	125,100	121,400	-12,620
7	160,440	129,070	123,000	120,800	-8,270
8	162,990	130,480	127,900	126,000	-4,480
9	160,860	139,410	136,700	133,600	-5,810
TOTAL	783,520	667,815	641,700	629,200	-38,615
10	163,155	147,650	145,900	139,600	-8,050
11	159,450	157,565	149,900	139,900	-17,665
12	157,295	163,115	139,300	132,700	-30,415
13	155,245	166,030	135,200	132,600	-33,430
14	152,575	164,190	134,100	131,600	-32,590
TOTAL	787,720	798,550	704,400	676,400	-122,150
15	149,690	170,160	142,400	140,700	-29,460
16	149,140	163,995	145,900	138,800	-25,195
17	142,435	159,980	155,500	132,700	-27,280
18	138,110	157,665	160,200	130,400	-27,265
19	133,995	156,190	161,500	132,000	-24,190
TOTAL	713,370	807,990	765,500	674,600	-133,390
20	131,855	154,285	169,500	141,800	-12,485
21	129,330	155,105	176,900	157,300	2,195
22	132,045	148,055	170,800	166,000	17,945
23	136,425	144,915	170,500	173,200	28,285
24	144,475	142,010	173,000	178,800	36,790
TOTAL	674,130	744,370	860,700	817,100	72,730
25	116,730	140,865	176,100	193,500	52,635
TOTAL 0-25 ans	3,712,730	3,766,785	3,743,900	3,602,400	-164,385

[1] Réels

[2] Calculés sur la base de taux de mortalité et de migration en 1976.

FIGURE 2.11

ONTARIO: LA VAGUE MONTANTE DES PERTES (NOIR) ET DES GAINS (GRIS)
(BASE SUR LE RECENSEMENT)

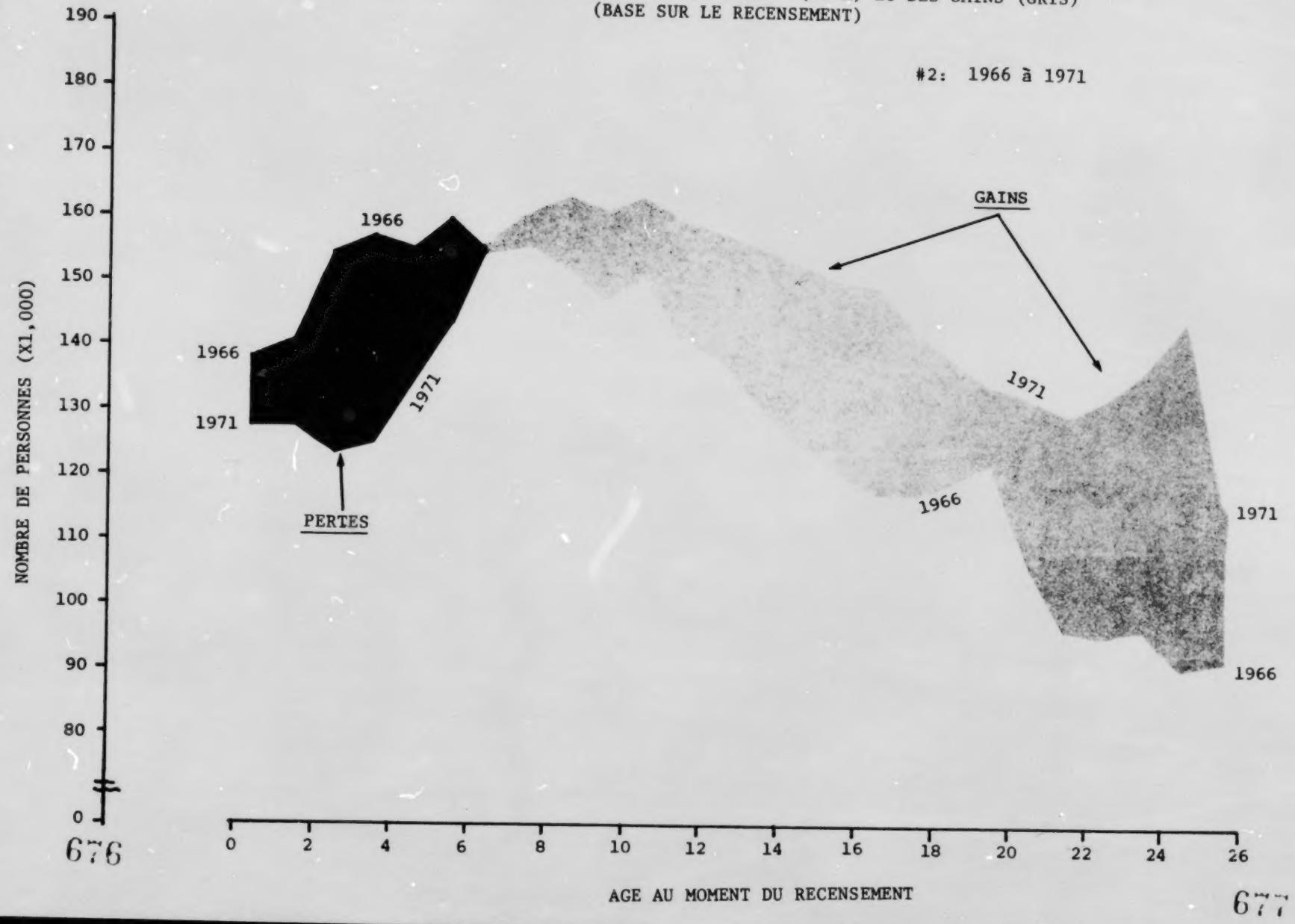


0 674

675

FIGURE 2.12

ONTARIO: LA VAGUE MONTANTE DES PERTES (NOIR) ET DES GAINS (GRIS)
(BASE SUR LE RECENSEMENT)



676

677

FIGURE 2.13

ONTARIO: LA VAGUE MONTANTE DES PERTES (NOIR) ET DES GAINS (GRIS)

(BASE SUR LE RECENSEMENT)

3: 1971 à 1976

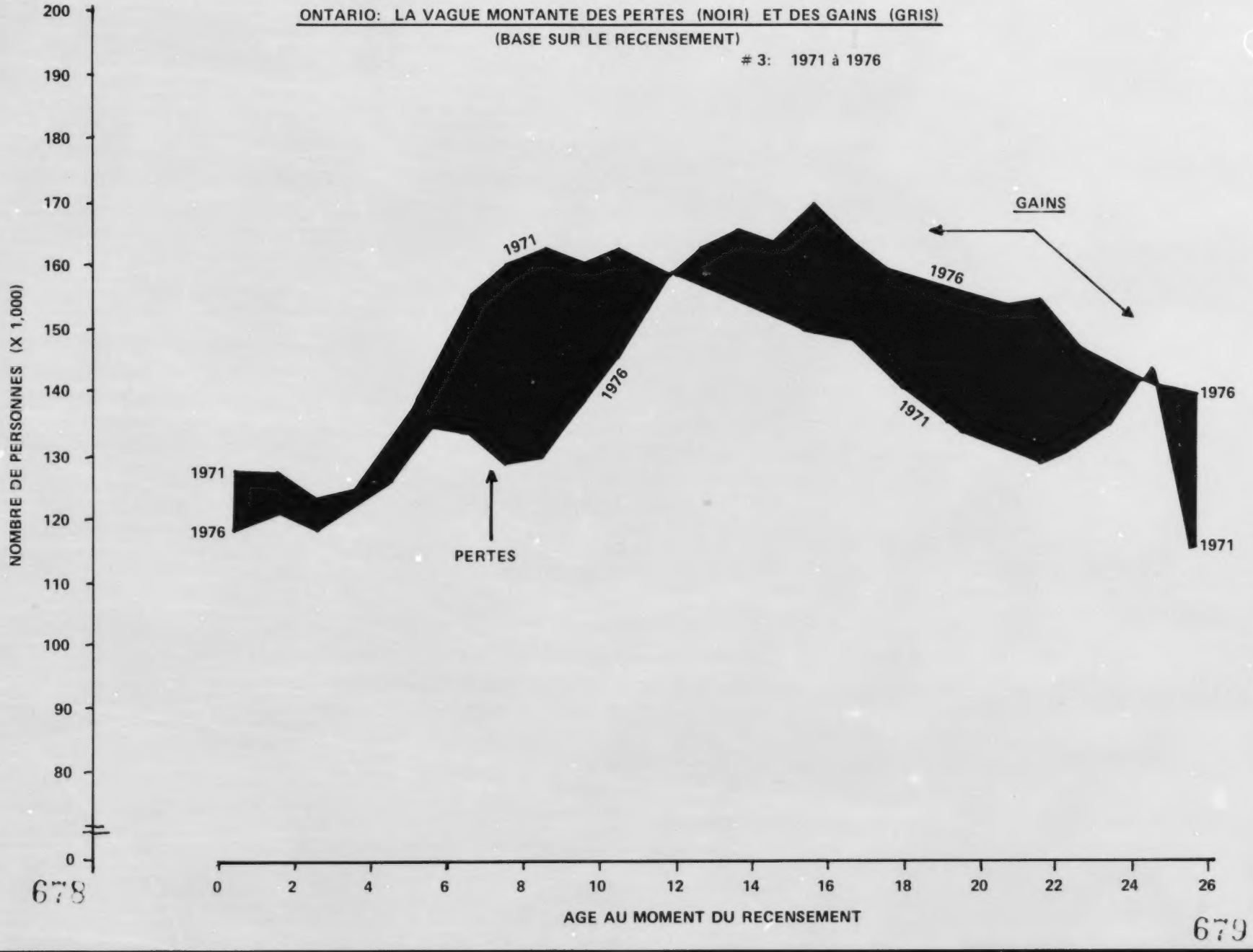


FIGURE 2.14

ONTARIO: LA VAGUE MONTANTE DES PERTES (NOIR) ET DES GAINS (GRIS)

(BASE SUR LE RECENSEMENT)

#4: 1976 à 1981

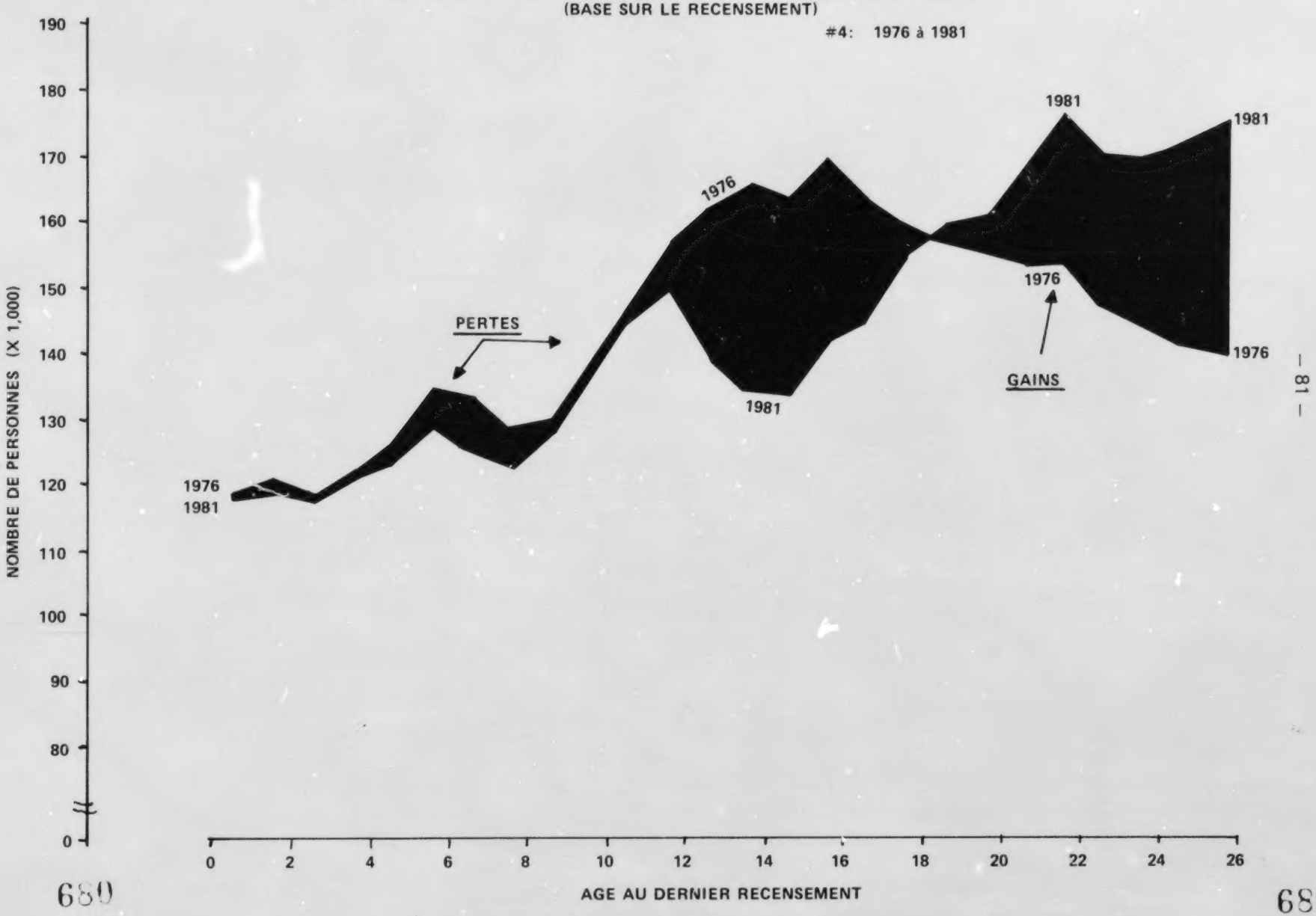
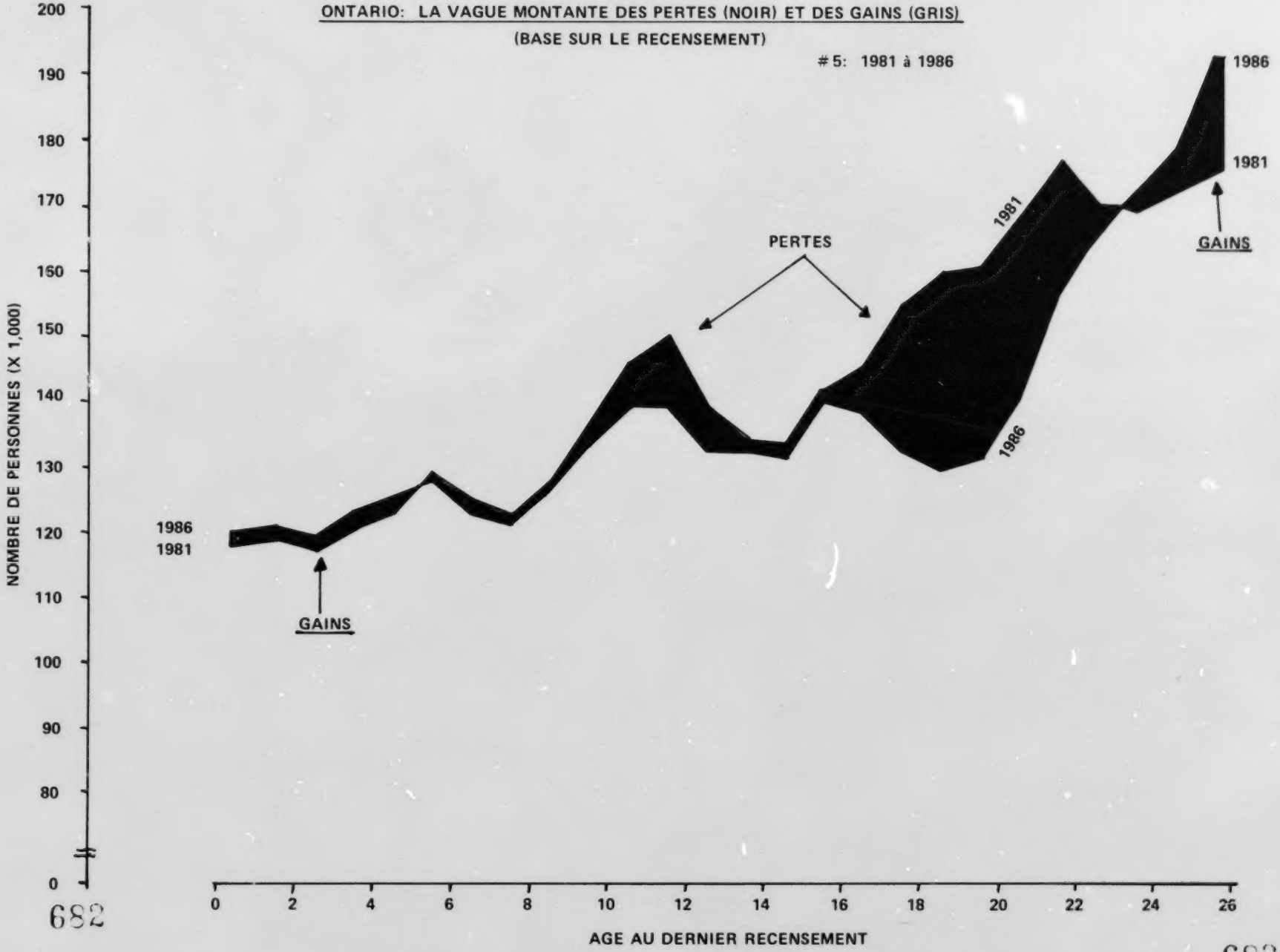


FIGURE 2.15

ONTARIO: LA VAGUE MONTANTE DES PERTES (NOIR) ET DES GAINS (GRIS)

(BASE SUR LE RECENSEMENT)



682

683

1961 et 1966 lorsque ce phénomène commença à se manifester. Puis, de graphique en graphique, nous allons à travers les années, les âges (et les grades) par saut de cinq années à la fois de 1966 à 1971, de 1971 à 1976, de 1976 à 1981 et finalement (avec la jeune main d'oeuvre esquissant son entrée) de 1981 à 1986.

Les institutions post-secondaires devraient porter plus qu'un intérêt de forme aux changements intervenant entre 1981 et 1986 et ceux pressentis pour 1986 à 1991, mais comme je le mentionnais plus haut, tout commentaire de ma part sur le phénomène serait jugé obiter dicta et taxé (avec indignation) d'ultra vires à mon mandat. Je ferai tout de même remarquer qu'en 1983 la pénurie de jeunes travailleurs commencera à se faire sentir et elle sera très grave en 1986.

Pour ce qui concerne les écoles, le lecteur peut substituer "les grades" aux "âges" dans les graphiques et avoir une bonne idée de l'érosion dans l'effectif des écoles primaires et les conséquences de grande portée qu'auront ces "pertes" sur les effectifs des écoles secondaires dans la décennie de 1976 à 1986.

Nous introduisons ici une question secondaire mais qui concerne des chiffres dont nous nous servirons ultérieurement, nous ajoutons au tableau 2.13 la table démographique canadienne des survivants de 1970-1972, par année d'âge, de 100,000 bébés nés vivants. Cela nous fournit une base de référence pour comparer les chiffres du recensement. Les différences éventuelles seraient le résultat d'une migration nette ou de changements soudains dans les taux de mortalité, cette dernière éventualité étant bien improbable.

Il est intéressant d'observer qu'après l'âge de deux ans, les taux de

TABLEAU 2.13

TABLE DEMOGRAPHIQUE: SEXE MASCULIN, FEMININ ET TOTAL

NOMBRE DE SURVIVANTS D'AGE X*							
AGE	MASCULIN	FEMININ	TOTAL	ÂGE	MASCULIN	FEMININ	TOTAL
0	100000	100000	100000	65	70332	83500	76916
1	98214	98641	98428	66	68158	82296	75227
2	98106	98540	98323	67	65872	80992	73432
3	98041	98466	98254	68	63470	79577	71524
4	97979	98419	98199	69	60958	78044	69501
5	97916	98377	98147	70	58342	76392	67367
6	97860	98340	98100	71	55630	74614	65122
7	97815	98308	98062	72	52831	72697	62764
8	97778	98280	98029	73	49952	70628	60290
9	97745	98256	98001	74	47011	68402	57707
10	97714	98233	97974	75	44027	66022	55025
11	97681	98210	97946	76	41014	63483	52249
12	97646	98187	97917	77	37986	60781	49384
13	97606	98161	97884	78	34951	57910	46431
14	97554	98131	97843	79	31929	54873	43401
15	97483	98097	97790	80	28944	51687	40316
16	97392	98057	97725	81	26018	48368	37193
17	97282	98013	97648	82	23171	44932	34052
18	97158	97965	97562	83	20422	41399	30911
19	97024	97917	97471	84	17796	37800	27798
20	96883	97869	97376	85	15317	34178	24748
21	96738	97823	97281	86	13009	30574	21792
22	96590	97778	97184	87	10886	27029	18958
23	96442	97733	97088	88	8963	23586	16275
24	96297	97688	96993	89	7248	20290	13769
25	96159	97640	96900	90	5750	17188	11469
26	96029	97591	96810	91	4466	14319	9393
27	95905	97540	96723	92	3390	11712	7551
28	95786	97485	96636	93	2509	9389	5949
29	95667	97426	96547	94	1805	7364	4585
30	95548	97363	96456	95	1260	5641	3451
31	95427	97295	96361	96	851	4211	2531
32	95303	97221	96262	97	554	3056	1805
33	95172	97141	96157	98	346	2151	1249
34	95034	97055	96045	99	207	1464	836
35	94887	96961	95924	100	118	960	539
36	94728	96859	95794	101	64	605	335
37	94556	96748	95652	102	32	365	199
38	94367	96627	95497	103	15	209	112
39	94158	96494	95326	104	7	114	61
40	93927	96348	95138	105	3	58	31
41	93671	96187	94929	106		28	
42	93387	96012	94700	107		12	
43	93073	95819	94446	108		5	
44	92728	95611	94170	109		2	
45	92352	95385	93869	110		1	
46	91940	95141	93541				
47	91489	94876	93183				
48	90990	94587	92789				
49	90435	94271	92353				
50	89820	93925	91873				
51	89139	93546	91343				
52	88387	93133	90760				
53	87562	92682	90122				
54	86663	92191	89427				
55	85688	91659	88674				
56	84635	91084	87860				
57	83495	90462	86979				
58	82257	89792	86025				
59	80911	89071	84991				
60	79449	88302	83876				
61	77867	87480	82674				
62	76164	86597	81381				
63	74338	85645	79992				
64	72392	84614	78503				

*Nombre de survivants d'une cohorte de 100,000 personnes, c'est-à-dire le nombre de personnes en vie au début de chaque age x.

Source: Statistique Canada - Tables Canada et Provinces, 1970-72 (Catalogue 84-532)

mortalité sont très bas pendant toutes les années de l'enfance et qu'ils sont souvent omis dans les calculs d'autres mesures et valeurs démographiques.

Pour la population totale, les composantes de la croissance sont au nombre de quatre: la croissance démographique se fait par (a) les naissances vivantes et (b) les migrations interprovinciales et internationales diminuées par (c) l'émigration vers d'autres provinces et pays et (d) par les décès.*

L'interprétation commune du concept "croissance démographique zéro" reste encore assez floue. Certains la définissent comme étant l'excédent des naissances par rapport aux décès; c'est donc là une situation influencée par les changements dans les taux de natalité et de mortalité. D'autres partent du principe de "remplacement des générations" qui implique un nombre de naissances suffisant pour remplacer la génération des parents (les parents et les parents en puissance dans un groupe d'âge). Démographiquement parlant, les filles sont plus importantes que les fils, puisque ce sont elles qui portent les enfants. Parce que moins de filles que de garçons naissent, un taux de natalité de 2.1 est requis pour assurer une croissance démographique zéro. En fait, ce sont les naissances et non l'immigration, qui ont joué le rôle le plus important pour notre croissance, jusqu'ici du moins, et ce sont les décès et non l'émigration, qui ont été le facteur de perte le plus important la plupart du temps.

De notre point de vue d'éducateurs, il est important de faire une distinction entre les migrations interprovinciales et internationales puisque dans le cas de la première -- et pas forcément dans le cas de la dernière -- nous avons

---

* Les lecteurs qui aimeraient voir une représentation graphique de ces quatre facteurs devraient se référer à la page 26 d'un de mes articles pour l'Association canadienne de l'Education, intitulé "Conséquences pour l'éducation des tendances récentes dans les naissances vivantes et les migrations internationales et interprovinciales d'enfants".

normalement la même langue et la même culture. Nous devons surtout penser à ceux d'âge scolaire pour les deux types de migrations et pour la migration tout court d'une province quelconque.

Les données des tableaux 2.14(a) et 2.14(b) indiquent par province, le transfert interprovincial net d'enfants de moins de 16 ans et des jeunes de 16 ou 17 ans qui n'ont pas de revenus imposables mais pour qui des allocations familiales sont payées. Pour mettre les chiffres à jour, les transferts nets par province de juillet à décembre 1977 sont aussi inclus. Ces données ont été transmises par Statistique Canada mais proviennent de la division des allocations familiales du département de la Santé et du Bien-être. Les données sur les migrations internationales proviennent du département de la Main d'oeuvre et de l'Immigration, par l'intermédiaire encore une fois de Statistique Canada.

Remarquez que l'Ontario a traditionnellement beaucoup gagné des autres provinces; notez le gain de 18,335 enfants en 1969-1970 suivi d'un gain de 15,323 l'année suivante. (Les totaux sont enregistrés de juillet à juin après 1958-1959 et de juin à mai avant cela.) L'année 1972-1973 marqua une transition des gains en pertes avec un gain net de 167 enfants seulement. Une perte nette de 10,012 enfants fut observée en 1974-1975; les pertes se transformèrent en légers gains au cours des premiers mois en 1977 et il ne fait pas de doute que les mouvements migratoires traditionnels reprendront si les conditions économiques en Ontario s'améliorent (c'est-à-dire si plus d'emplois y sont créés).

Les migrations internationales nettes d'enfants de moins de 18 ans par province et par année de 1968-1969 jusqu'à présent sont indiquées au tableau 2.15. L'Ontario gagne de beaucoup. Bien plus de 50% des enfants immigrants

TABLEAU 2.14(a)

MIGRATION INTERPROVINCIALE NETTE D'ENFANTS DE 15 ANS ET MOINS
1950-51 A 1975-76[1]

ANNEE	T.N.	I.P.E.	N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C.	YUKON ET T.N.O.
1950-51	- 743	+ 242	- 1,569	- 1,703	- 626	+ 7,970	- 1,327	- 3,271	+ 1,272	+ 1,162	-
1951-52	- 490	- 400	- 1,382	- 1,730	- 389	+ 5,863	- 1,658	- 3,949	+ 101	+ 3,744	-
1952-53	- 9	- 343	- 1,053	- 1,139	- 1,803	+ 2,884	- 1,481	- 2,010	+ 1,888	+ 3,236	-
1953-54	- 99	- 430	- 1,607	- 1,431	- 1,224	+ 5,154	- 1,205	- 108	+ 897	+ 2,392	-
1954-55	+ 54	- 495	- 769	- 676	- 705	+ 1,414	- 771	- 3,142	- 370	+ 3,471	-
1955-56	- 99	- 371	- 1,860	- 1,091	- 1,836	+ 5,334	- 2,370	- 5,345	- 1,119	+ 6,801	-
1956-57	- 385	- 489	- 3,001	- 860	- 1,959	+ 5,331	- 3,627	- 6,266	- 1,270	+ 9,082	-
1957-58	- 548	- 14	- 2,172	- 18	- 184	+ 1,986	- 1,589	- 2,239	+ 349	+ 2,921	-
1958-59	- 374	+ 84	- 1,058	+ 771	- 1,057	+ 1,359	- 376	- 1,419	+ 2,065	- 606	- 53
1959-60	- 416	+ 70	- 1,526	- 472	- 550	+ 2,457	- 627	- 3,378	+ 2,344	+ 1,539	- 60
1960-61	- 77	+ 99	- 925	+ 429	+ 1,757	- 1,103	- 253	- 2,441	+ 1,736	+ 314	+ 141
1961-62	- 18	+ 418	- 1,230	- 893	+ 2,885	- 893	- 563	- 3,490	+ 2,032	+ 1,293	+ 49
1962-63	- 256	- 232	+ 217	- 1,426	+ 242	+ 593	+ 744	- 3,870	+ 815	+ 3,719	- 226
1963-64	- 965	- 229	- 2,273	- 1,655	- 208	+ 4,445	- 1,541	- 1,685	- 1,707	+ 6,151	- 484
1964-65	- 1,346	- 521	- 3,307	- 1,128	- 589	+ 6,241	- 2,889	- 1,913	- 2,576	+ 8,419	- 909
1965-66	- 2,465	- 517	- 3,030	- 2,760	- 3,412	+11,004	- 4,746	- 3,232	- 4,386	+14,012	- 468
1966-67	- 2,052	- 387	- 2,616	- 2,497	- 3,898	+ 8,526	- 4,360	- 3,763	- 507	+12,148	- 594
1967-68	- 1,435	- 163	- 1,185	- 925	- 5,391	+ 5,035	- 2,696	- 2,753	+ 1,516	+ 8,177	- 180
1968-69	- 949	- 351	- 764	- 1,791	- 5,290	+ 5,805	- 2,409	- 4,983	+ 1,860	+ 8,852	+ 20
1969-70	- 3,445	- 687	- 1,783	- 2,950	-10,322	+18,335	- 3,505	- 9,334	+ 1,932	+11,614	+ 145
1970-71	- 1,795	- 43	- 1,571	- 433	-10,500	+15,323	- 2,423	- 7,884	+ 1,201	+ 7,511	+ 614
1971-72	- 257	- 13	- 636	- 114	- 5,612	+ 4,693	- 3,228	- 6,307	+ 484	+10,817	+ 173
1972-73	- 886	+ 147	+ 1,239	+ 425	- 4,737	+ 167	- 2,145	- 5,231	+ 733	+10,407	- 119
1973-74	- 871	+ 278	- 167	+ 62	- 293	- 1,335	- 1,110	- 2,176	+ 1,897	+ 4,250	- 535
1974-75	+ 236	+ 411	+ 667	+ 1,914	- 2,316	-10,012	- 2,253	+ 544	+ 7,006	+ 3,838	- 35
1975-76	+ 210	+ 185	+ 913	+ 1,799	- 2,970	- 7,209	- 1,927	+ 2,183	+ 7,979	- 1,025	- 138
1976-77	- 907	+ 426	- 173	+ 355	- 6,546	- 1,965	- 1,000	+ 1,907	+ 7,911	+ 447	- 449

[1] Chiffres depuis le 1er janvier 1974, incluent les personnes de 16 et 17 ans qui n'ont pas de revenu imposable.

Note: Les données sont compilées pour une année de recensement (juin à mai jusqu'en 1958-1959) et de juillet à juin après cela. Jusqu'en 1964, l'émigration interprovinciale n'égale pas l'immigration interprovinciale à cause de données incomplètes.

Source: Statistiques des allocations familiales

688

TABLEAU 2.14(b)

MIGRATION INTERPROVINCIALE NETTE D'ENFANTS
JUILLET 1977 A DECEMBRE 1977

(DES STATISTIQUES D'ALLOCATIONS FAMILIALES
SANTE ET BIEN-ETRE CANADA)

PROVINCE	TOTAL: JUILLET 1977 A DECEMBRE 1977	JUILLET 1977 A DECEMBRE 1977					
		JUILLET	AOUT	SEPT.	OCT.	NOV.	DEC.
Terre-Neuve	- 907	- 35	- 21	-217	-168	-180	+113
	(Cum)	- 35	- 56	-273	-441	-621	-508
Ile du Prince Edouard	+ 420	61	46	53	66	21	0
	(Cum)	61	107	160	226	247	247
Nouvelle-Ecosse	- 173	- 7	184	- 28	- 35	- 39	+ 58
	(Cum)	- 7	177	149	114	75	133
Nouveau-Brunswick	+ 355	67	120	25	47	65	+ 39
	(Cum)	67	187	212	259	324	363
Québec	-6,546	-1,164	-2,106	-1,758	-1,733	-1,407	-1,176
	(Cum)	-1,164	-3,270	-5,028	-6,761	-8,168	-9,344
Ontario	-1,965	24	386	938	430	235	212
	(Cum)	24	410	1,348	1,778	2,013	2,225
Manitoba	-1,000	-371	-334	-291	-198	9	- 33
	(Cum)	-371	-705	-996	-1,194	-1,185	-1,218
Saskatchewan	1,907	66	5	179	90	- 18	- 66
	(Cum)	66	71	250	340	322	256
Alberta	7,911	942	1,344	666	1,052	449	265
	(Cum)	942	2,286	2,952	4,004	4,453	4,718
Colombie-Britannique	447	392	370	405	455	972	505
	(Cum)	392	762	1,167	1,622	2,594	3,099
Territoires du Nord-Ouest	- 184	6	- 11	37	- 27	-118	- 37
	(Cum)	6	- 5	32	- 5	-113	-150
Yukon	- 265	19	17	- 9	21	11	- 12
	(Cum)	19	36	27	48	59	47

TABLEAU 2.15

MIGRATIONS INTERNATIONALES NETTES D'ENFANTS DE MOINS DE 18 ANS, 1970-71 A 1975-76

ANNEE	T.N.	I.P.E.	N.E.	N.B	QUE.	ONT.	MAN.	SASK.	ALTA.	C.B.	YUKON & T.N.O.	TOTAL
1968-69	-201	- 54	-167	-698	1,722	13,501	1,312	287	2,355	4,228	28	22,313
1969-70	-101	- 50	149	-431	309	13,995	1,206	110	2,104	4,448	48	21,787
1970-71	-279	- 55	- 26	-235	- 925	11,070	1,064	- 86	1,795	3,535	41	15,899
1971-72	-316	- 58	-109	-123	- 999	9,845	899	45	1,654	3,404	45	14,287
1972-73	- 67	38	247	215	933	15,696	1,162	175	2,155	5,401	89	26,044
1973-74	-1,274	85	381	757	4,842	25,703	1,690	563	3,251	7,572	61	43,631
1974-75	-909	83	610	842	6,303	30,200	2,194	737	4,086	9,605	115	53,866
1975-76	-139	21	210	651	5,947	22,757	1,821	564	4,488	6,191	60	42,571
1976-77*	-222	8	177	328	5,962	15,457	1,459	558	3,831	3,813	35	31,406

Note: Statistique Canada, Catalogue No. 81-216.

* Données non-publiées de Statistique Canada.

viennent en Ontario et ce gain dépasse de beaucoup celui en provenance des autres provinces.

Les renseignements que l'on peut obtenir sur la répartition d'âges de tous les enfants immigrants dont l'Ontario était la destination déclarée au cours des dernières années sont donnés au tableau 2.16. Les pourcentages d'immigrants internationaux de moins de 18 ans venant en Ontario depuis 1970-1971 sont donnés au tableau 2.17 par langue officielle. Il y a eu de grands changements ces dernières années dans l'origine des immigrants et les données correspondantes de 1962 à 1976 sont données au tableau 2.18. Il est évident que les changements, en termes de dernier pays d'origine, conjugués au fait que plus de 40% d'entre eux ne parlent ni Anglais ni Français, posent des problèmes aux éducateurs et autres personnes concernées de l'Ontario.

Pour résumer le rôle des migrations des deux types sur les répartitions d'âges au moment du recensement de 1976, nous avons, pour chaque province et territoire, calculé le nombre de personnes pour chaque année d'âge de moins de 1 an à 25 ans d'après les chiffres de la table démographique de survie. Sachant le nombre réel des personnes au recensement, on peut déterminer par une simple soustraction les gains dûs aux migrations. Certains des graphiques sont extraordinaires (2.16 à 2.28) et révèlent des lacunes d'information qui devront certainement être comblées.

Pour l'Ontario, les gains par migration s'échelonnent pratiquement sur toute la fourchette de moins de 1 an à 25 ans à part une "perte" inexpliquée de bébés de moins de 3 ans qui constitue un mystère. Les gains aux alentours de 20 ans sont appréciables. Pour les quatre provinces atlantiques, remarquez les gains inattendus d'enfants en âge scolaire; un mystère encore une fois. Nous soupçonnons qu'ils soient revenus en grand nombre des Etats-Unis. Au

TABLEAU 2.16

IMMIGRATION EN ONTARIO D'ENFANTS AGES DE 18 ANS ET MOINS, PAR GROUPE D'AGES ET PAR ANNEE, 1969-1976[1]

Groupes d'Ages et Années	1969	1970	1971	1972	1973[3]	1974[3]	1975	1976
0-4	7,490	6,793	6,322	5,546	7,860	10,230	8,437	5,416
0	671	602	463	487	507	663	522	384
1	1,695	1,594	1,246	1,241	1,677	2,001	1,714	1,131
2	1,763	1,599	1,239	1,319	1,933	2,428	1,909	1,257
3	1,714	1,452	1,212	1,286	1,869	2,564	2,138	1,287
4	1,647	1,456	1,162	1,213	1,874	2,574	2,154	1,357
5-9	6,833	6,152	4,999	5,320	8,179	11,776	10,386	7,177
5	1,639	1,363	1,063	1,137	1,832	2,569	2,212	1,466
6	,512	1,371	1,076	1,149	1,712	2,448	2,188	1,525
7	1,361	1,213	1,042	1,095	1,644	2,350	2,000	1,397
8	1,213	1,158	930	1,007	1,540	2,265	2,005	1,412
9	1,108	1,047	88	932	1,451	2,144	1,981	1,377
10-14	4,362	4,078	3,556	3,757	5,860	8,684	8,450	6,147
10	994	994	805	916	1,346	2,047	1,851	1,388
11	985	857	737	802	1,285	1,815	1,827	1,270
12	910	830	716	740	1,168	1,688	1,692	1,238
13	747	713	641	669	1,053	1,517	1,572	1,136
14	726	684	657	630	1,008	1,617	1,508	1,115
15-19	4,460	4,125	3,476	3,663	5,731	6,558	5,958	4,374
15	713	647	623	618	981	1,412	1,441	1,067
16	863	818	656	730	1,163	1,433	1,371	1,093
17	1,214	1,151	1,021	1,030	1,554	1,771	1,480	1,096
18	1,670	1,509	1,176	1,285	2,033	1,942	1,666	1,318
Total	13,145	21,148	17,353	18,286	27,630	37,248	33,231	23,3 4

[1] Données non-publiées du département de la Main d'Oeuvre et de l'Immigration, Ottawa. Ces chiffres, bien que précis, diffèrent légèrement de ceux qui ont été publiés par la province.

[2] Calculés tels qu'au 31 décembre de chaque année.

[3] Les chiffres pour ces années sont légèrement exagérés car certains sont entrés au Canada sans visa et ont obtenu le statut d'immigrant grâce au "Programme d'ajustement du statut" administré par le département de la Main d'Oeuvre et de l'Immigration.

TABLEAU 2.17

POURCENTAGE D'IMMIGRANTS INTERNATIONAUX EN ONTARIO AYANT MOINS DE 18 ANS
PAR LANGUE(S) OFFICIELLE(S) PARLEE(S)
1970-71 A 1975-76

Année	Anglais	Français	Anglais et Français	Ni Anglais Ni Français	Total
1970-71	55.0	1.2	0.2	43.6	100.0
1971-72	55.1	0.8	0.2	43.9	100.0
1972-73	57.7	1.0	0.2	41.1	100.0
1973-74	57.0	0.8	0.2	42.0	100.0
1974-75	56.4	0.8	0.2	42.6	100.0
1975-76	60.0	0.7	0.2	39.1	100.0

Source: Département de la Main d'Oeuvre et de l'Immigration.

TABLEAU 2.18

IMMIGRATION EN ONTARIO PAR PAYS PRINCIPAL DE DERNIERE RESIDENCE, 1962-76

ANNEE	G.B. & IRELANDE	BELG., FR., ALL., HOLL.	ITALIE	PORTUGAL & GRECE	TOTAL EUROPE*	U.S.A.	ANTILLES**	AMERIQUE DU SUD ET CENTRALE	AFRIQUE	ASIE	ASIE AUSTRALE ***	AUTRE ****	TOTAL
1962	9,448	4,382	7,664	3,066	28,477	5,093	827	693	536	963	592	29	37,210
1963	16,320	5,523	8,734	4,062	38,909	5,295	1,212	1,055	700	1,220	706	119	49,216
1964	19,643	5,558	12,821	5,316	49,348	5,364	1,105	1,418	1,019	2,291	917	6	61,468
1965	24,943	7,521	18,457	6,442	63,962	6,099	1,669	1,523	881	4,508	1,041	19	79,702
1966	41,635	8,606	21,722	8,743	88,171	6,850	2,314	1,555	1,362	5,783	1,543	43	107,621
1967	38,561	10,158	19,612	12,701	89,792	7,011	5,117	1,910	1,660	9,144	2,189	27	116,850
1968	22,945	8,662	13,592	9,976	68,386	8,200	4,798	1,700	1,639	9,565	1,824	43	96,155
1969	20,348	6,433	6,929	8,798	51,664	9,400	8,487	3,194	1,266	10,588	1,915	74	86,588
1970	17,013	4,724	5,702	9,039	45,010	10,128	8,523	3,639	1,365	10,039	1,897	131	80,732
1971	9,892	2,754	3,799	8,624	30,345	9,237	7,357	3,581	1,489	10,928	1,333	87	64,357
1972	11,790	2,716	3,090	8,148	30,333	9,063	5,516	3,189	3,509	11,066	1,009	120	63,805
1973	17,000	3,526	3,824	13,206	43,648	9,945	13,960	8,876	3,983	21,570	1,083	122	103,187
1974	22,698	3,941	3,567	15,848	52,481	9,749	15,676	9,530	5,313	26,040	1,072	254	120,115
1975	18,868	3,190	3,396	8,673	39,240	7,723	11,993	9,817	5,086	23,463	794	355	98,471
1976	11,569	2,265	2,457	4,961	24,823	6,292	9,196	6,987	3,792	20,059	683	199	72,031

Source: Département de la Main d'Oeuvre et de l'Immigration, statistiques d'immigration (1962-1976) - Ottawa - Imprimerie de la Reine

* Y compris les pays qui ne sont pas sur la liste.
** Les Antilles moins le Bahamas.
*** Incluant l'Australie, la Nouvelle-Zélande, La Tasmanie et les nations du Commonwealth du S.O du Pacifique.
**** Incluant l'Océanie, les Iles de l'Océan et autres.

696

697

FIGURE 2 . 16

ILE DU PRINCE EDOUARD: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)

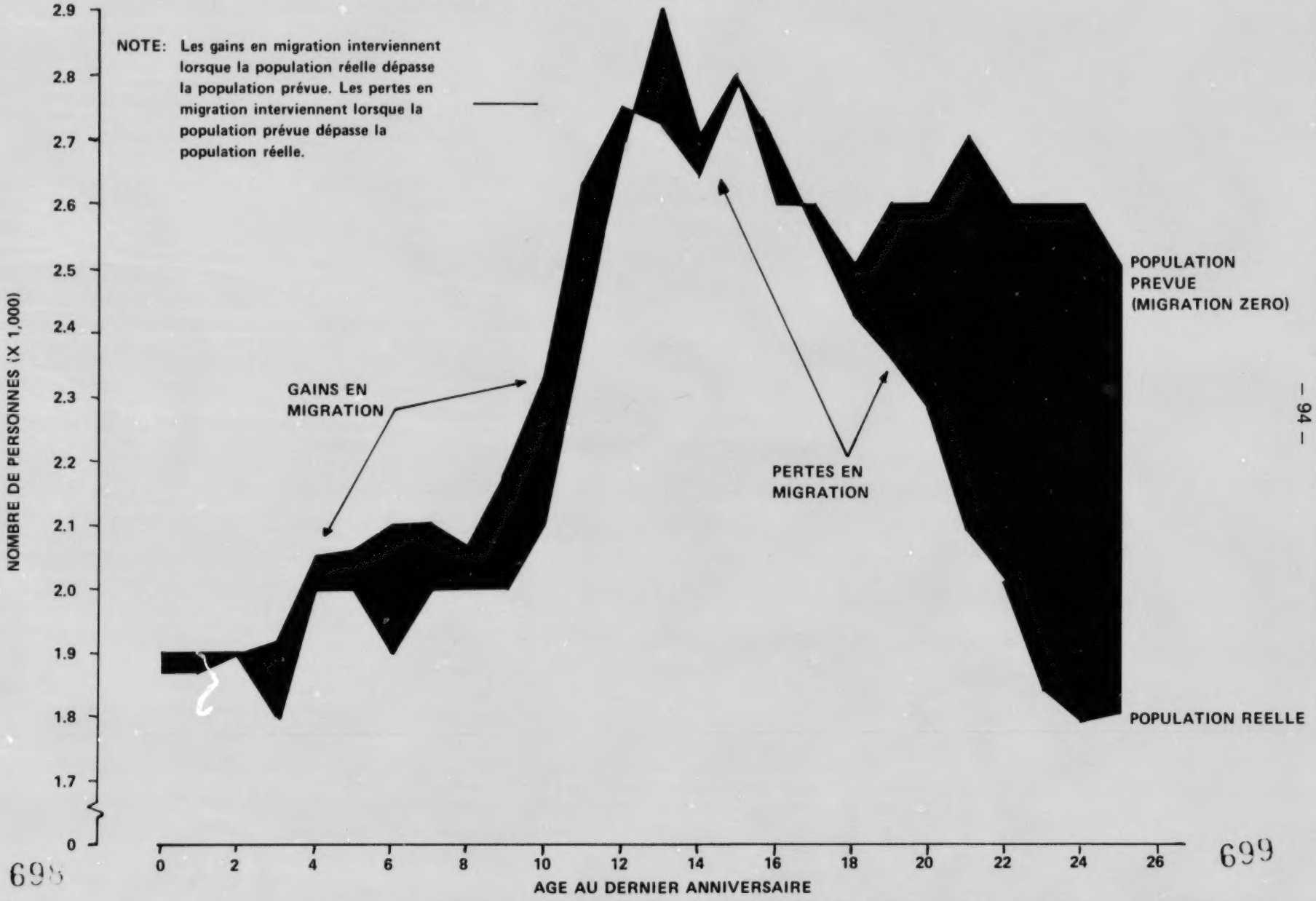
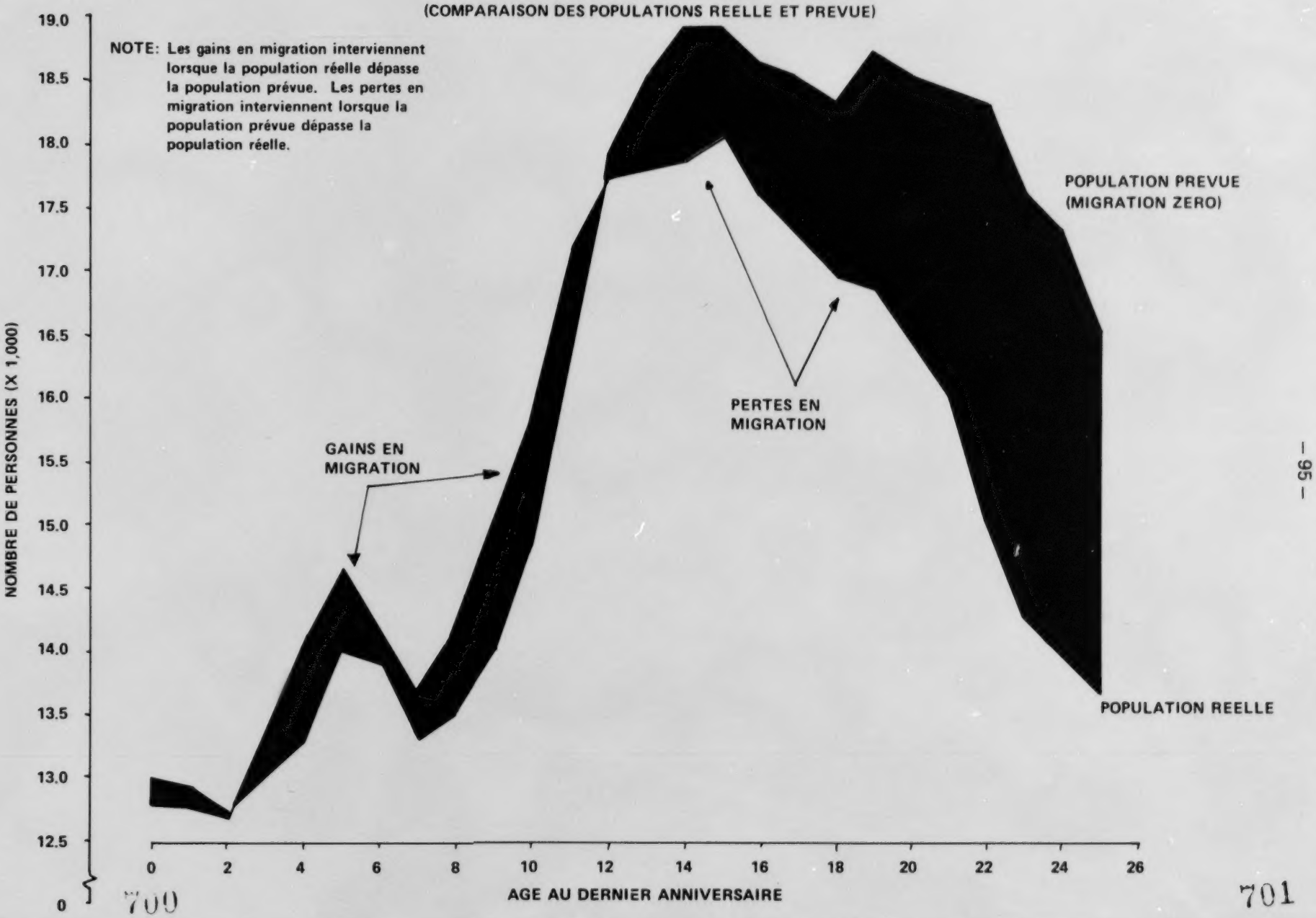


FIGURE 2.17

NOUVELLE–ECOSSE: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)



709

701

FIGURE 2.18

NOUVEAU–BRUNSWICK: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)

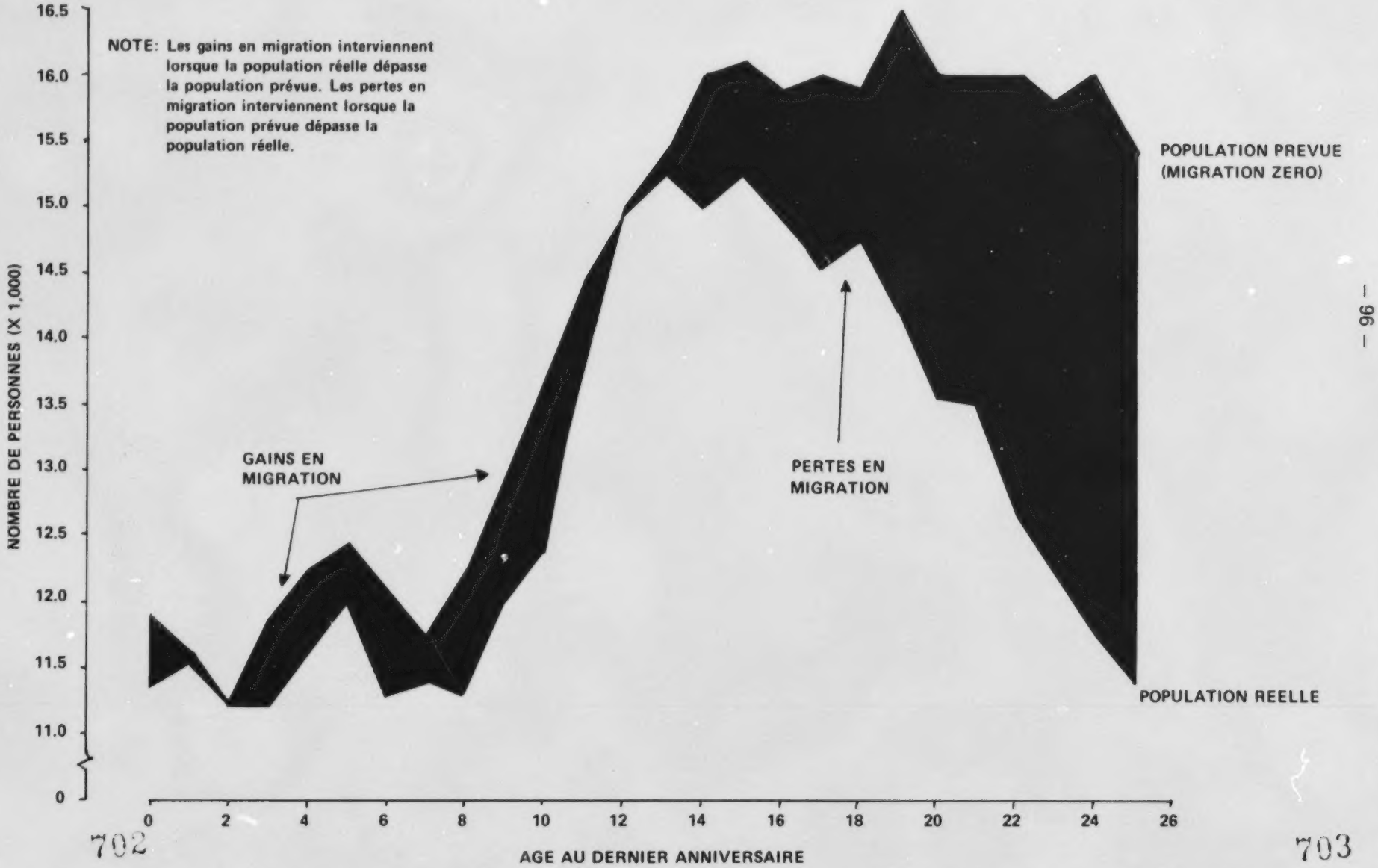
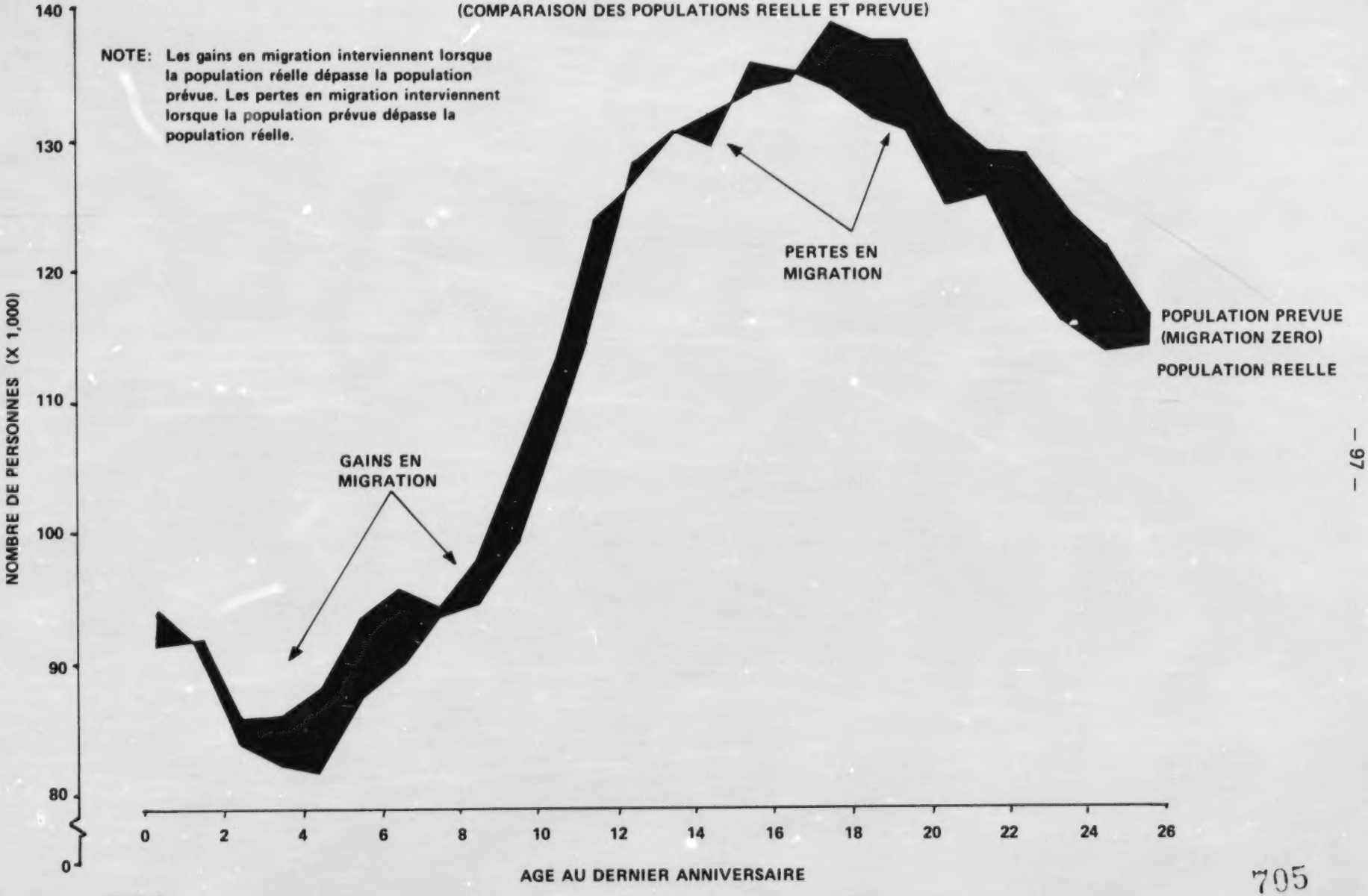


FIGURE 2.19

QUEBEC: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)



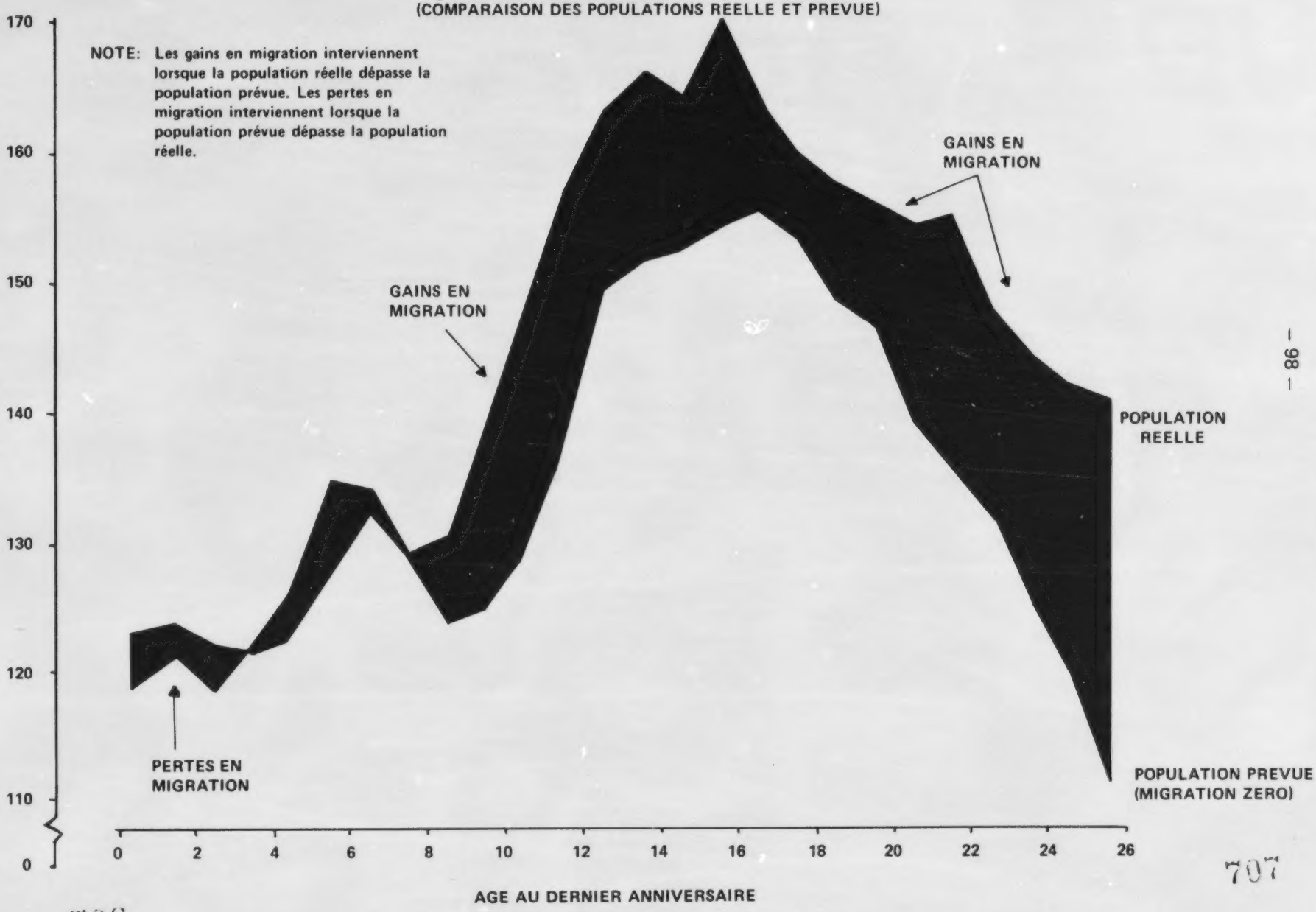
704

705

FIGURE 2.20

ONTARIO: ROLE DES MIGRATIONS – 1976

(COMPARAISON DES POPULATIONS REELLE ET PREVUE)



98

706

707

FIGURE 2.21

MANITOBA: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)

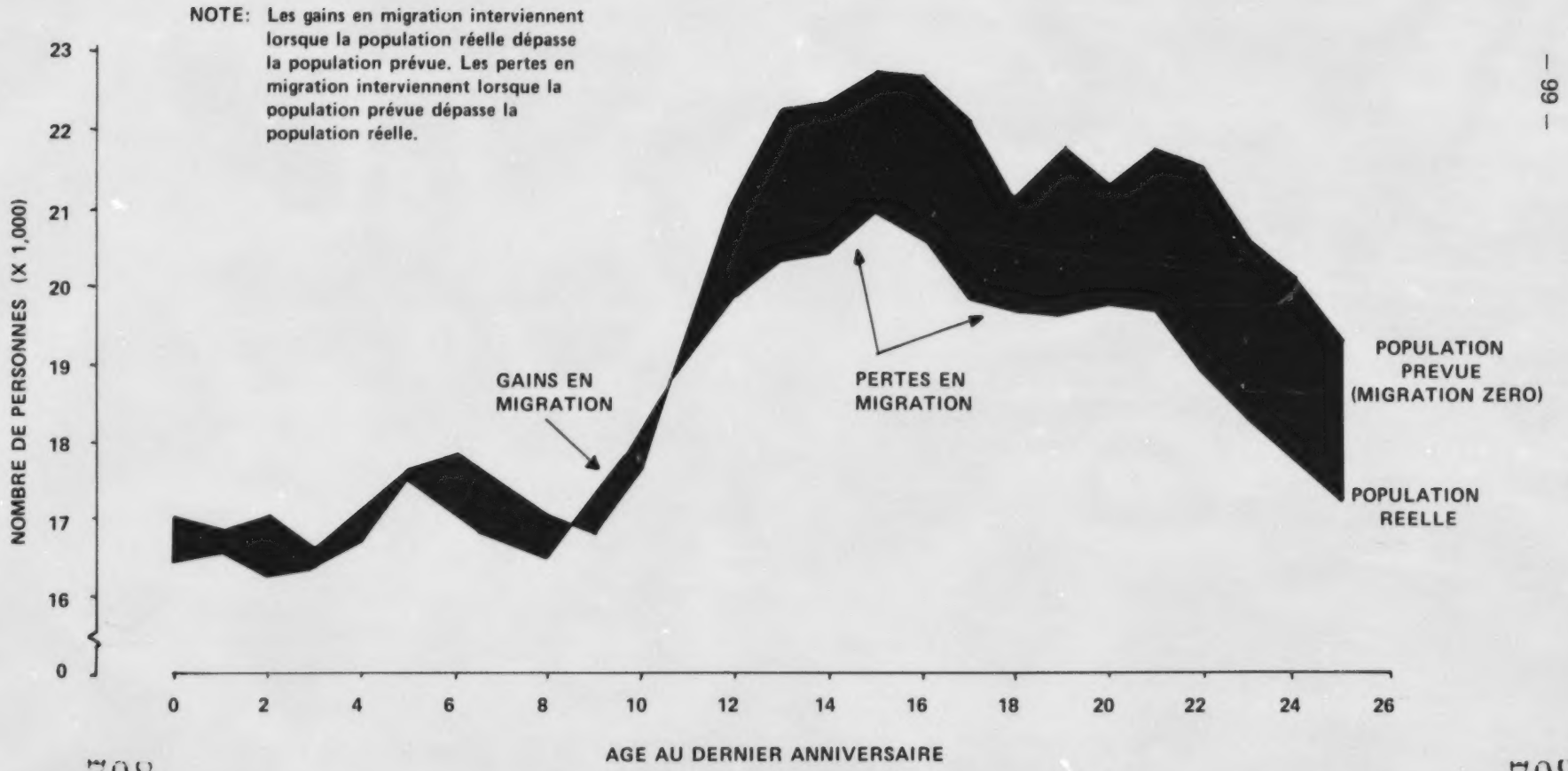


FIGURE 2.22

SASKATCHEWAN: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)

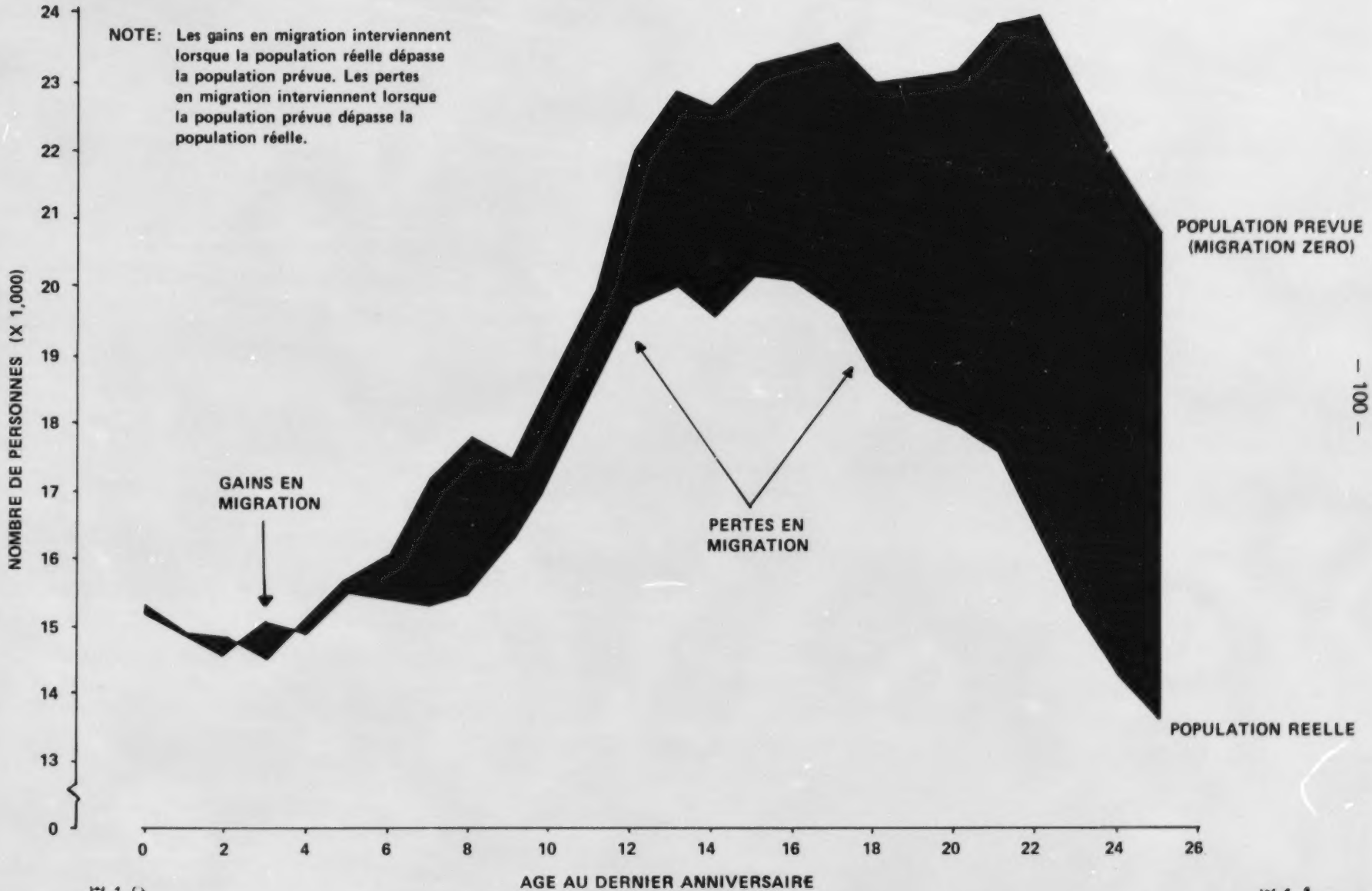
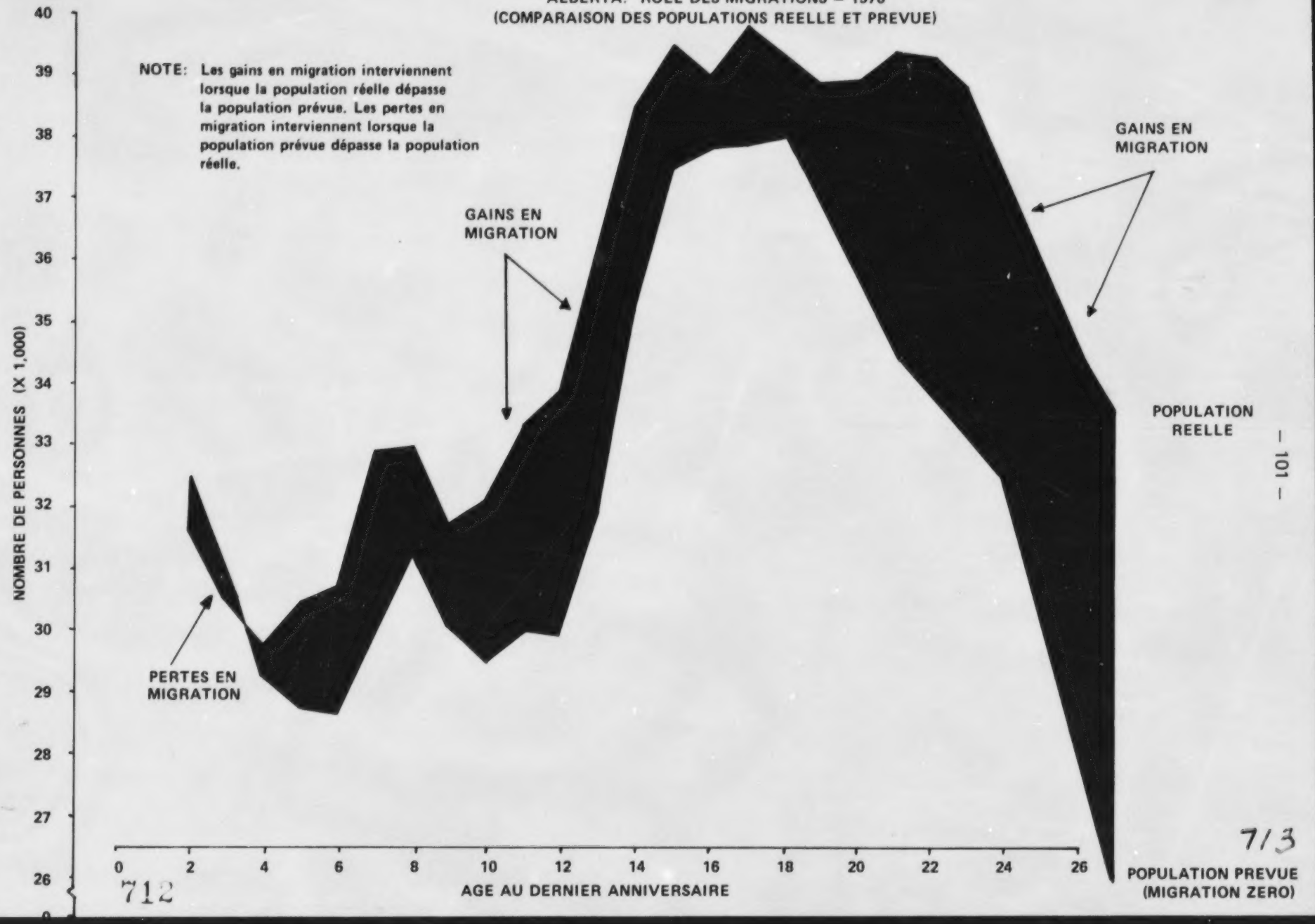


FIGURE 2.23

ALBERTA: ROLE DES MIGRATIONS – 1976

(COMPARAISON DES POPULATIONS REELLE ET PREVUE)



712

713

FIGURE 2.24
COLOMBIE BRITANNIQUE: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)

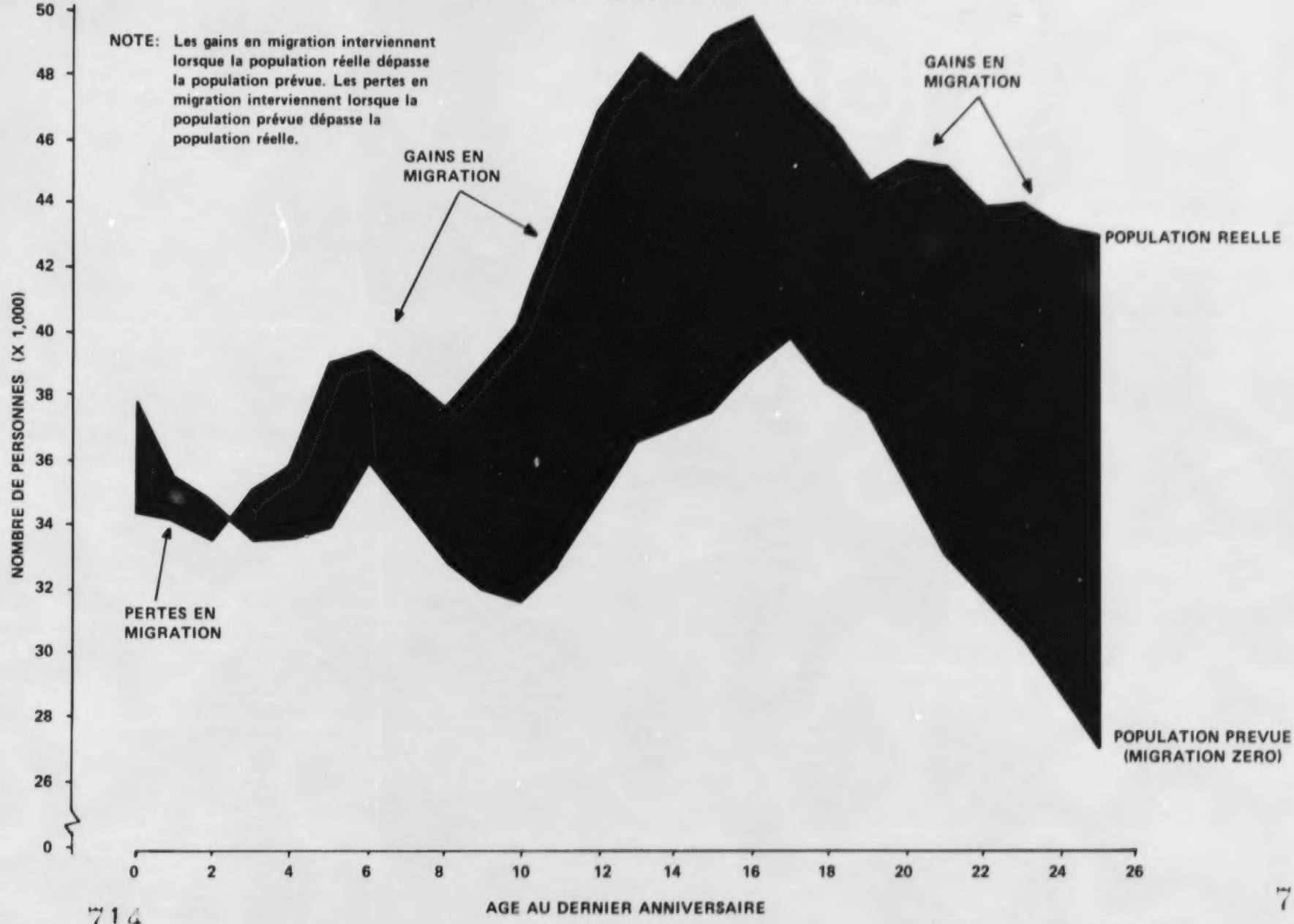
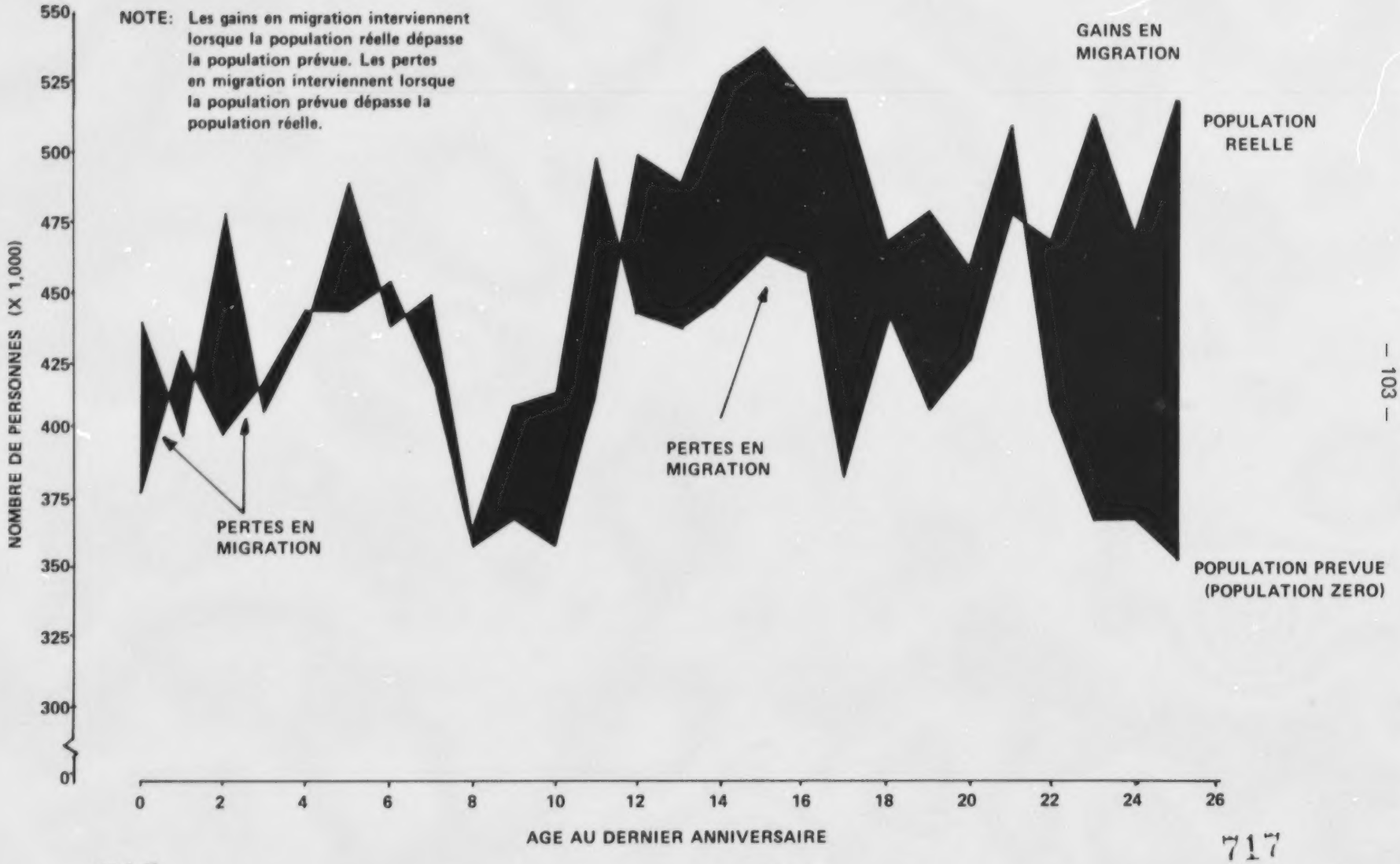


FIGURE 2.25

YUKON: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)



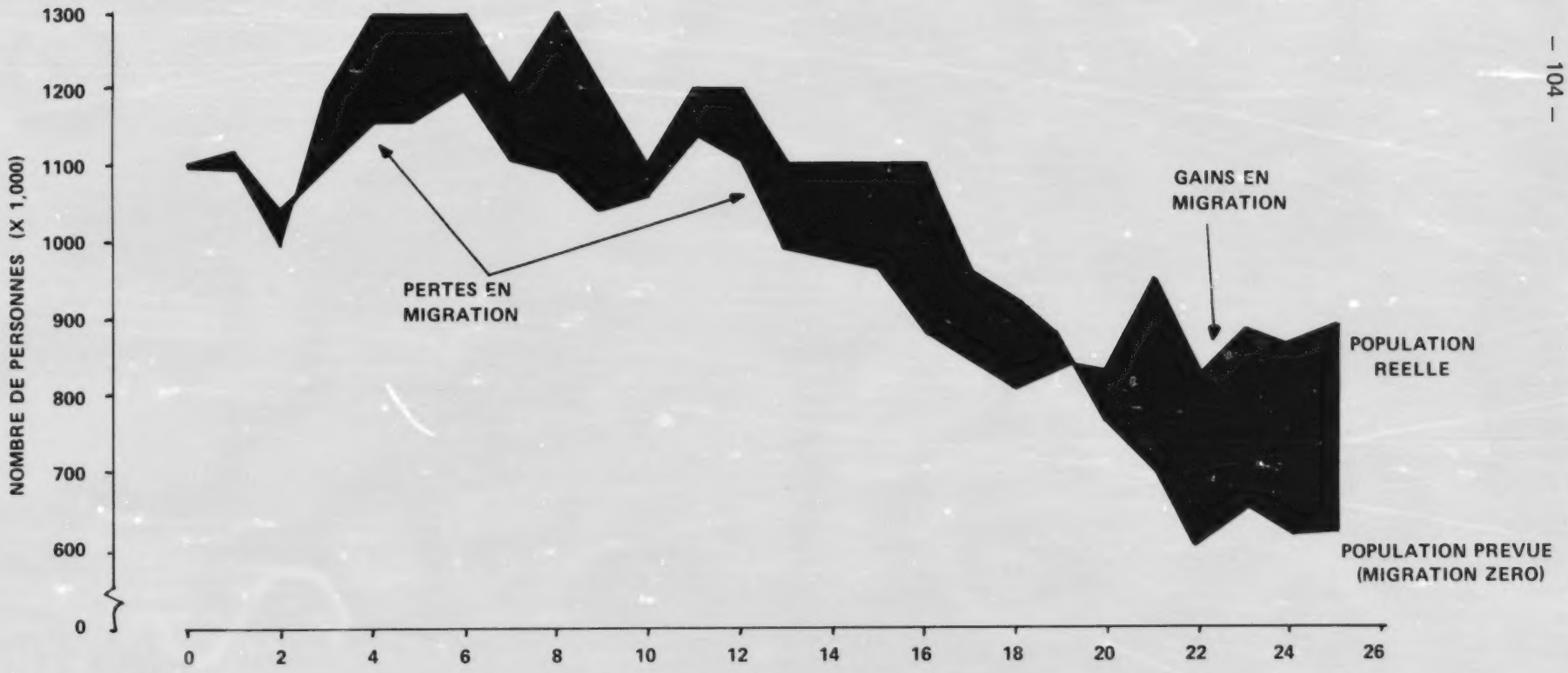
716

717

FIGURE 2.26

TERRITOIRES DU NORD–QUEST: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)

NOTE: Les gains en migrations interviennent lorsque la population réelle dépasse la population prévue. Les pertes en migration interviennent lorsque la population prévue dépasse la popuiation réelle.

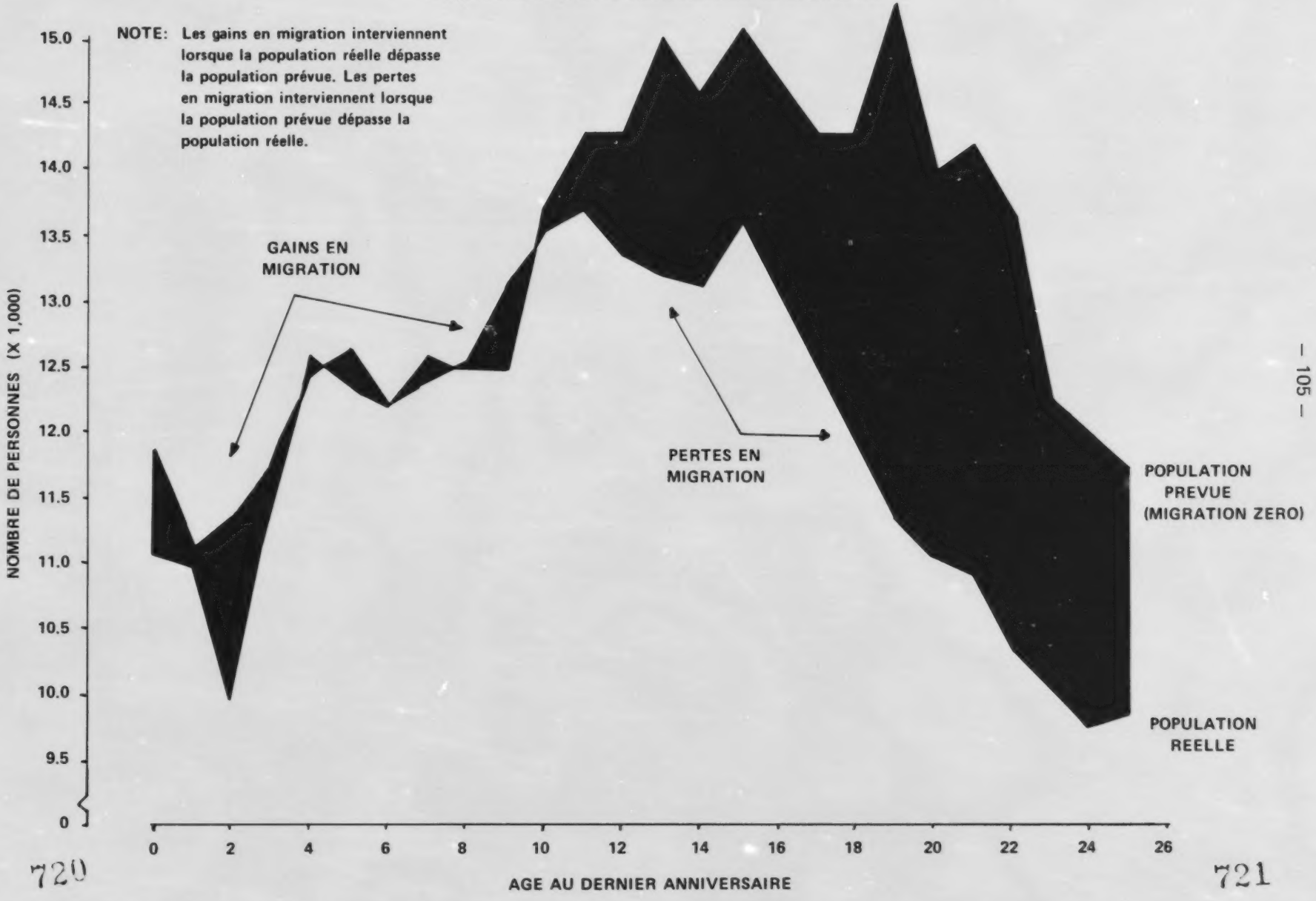


718

719

FIGURE 2.27

TERRE–NEUVE: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)



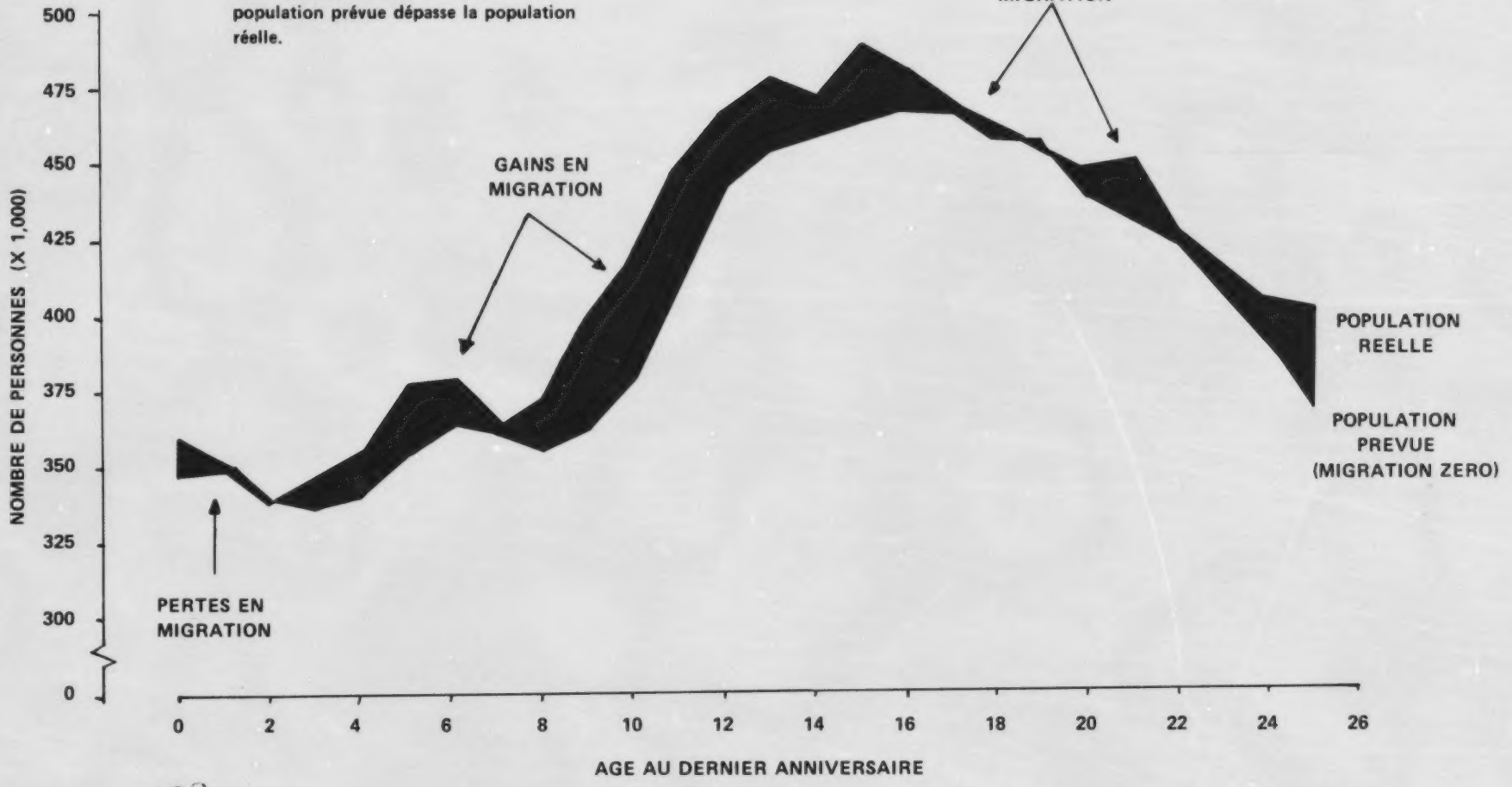
720

721

FIGURE 2.28

CANADA: ROLE DES MIGRATIONS – 1976
(COMPARAISON DES POPULATIONS REELLE ET PREVUE)

NOTE: Les gains en migration interviennent lorsque la population réelle dépasse la population prévue. Les pertes en migration interviennent lorsque la population prévue dépasse la population réelle.



722

723

Québec, il y a des gains d'enfants à instruire mais des pertes après 16 ans, des pertes lourdes en Saskatchewan et des gains incroyables en Alberta et en Colombie-Britannique (allez dans l'ouest, jeunes gens?). Pour le Yukon et les Territoires du Nord-Ouest, nous nous sommes servis de la table démographique de la Saskatchewan pour calculer les chiffres attendus et par conséquent, les "pertes" risquent d'être plus apparentes que réelles. Mais les courants dans le pays deviennent assez clairs avec les mouvements Est-Ouest, l'Ontario servant de plaque tournante. Ces derniers mois, l'Ontario a beaucoup gagné du Québec mais a perdu dans la même mesure au profit de l'Alberta et de la Colombie-Britannique.

Ce que réserve l'avenir comme courants migratoires dépend largement semble-t-il, du chômage et des conditions économiques générales. Les jeunes gens déménagent avec leurs enfants et autres personnes à charge, vers les régions où les emplois sont à foison et "reviennent à la maison" en temps de récession. Ainsi, si les conditions économiques s'améliorent en Ontario, les courants migratoires traditionnels d'Est en Ouest peuvent reprendre -- ce qui sera très déconvenant sans doute, pour les responsables de l'enseignement des provinces atlantiques qui verront leurs classes vides et leurs enseignants au chômage.

Il y aura des complications bientôt, au moins au niveau des migrations internationales, à cause des pénuries de main d'oeuvre jeune résultant de la baisse de natalité d'envergure au Canada. Ceci se manifestera dès 1982 et sera évident pour tous dans les années 90. Ce que cela signifiera pour les migrations interprovinciales reste à savoir, mais notre politique d'immigration étant ce qu'elle est, cela entraînera sûrement l'ouverture de portes à l'immigration internationale. Puisque le monde occidental en entier sera

sujet aux mêmes pénuries de main d'oeuvre jeune, il semble que les "réserves" de travailleurs ne se trouveront que dans les pays à fécondité incontrôlée de l'Asie du Sud, de l'Afrique Noire, des Antilles, de l'Amérique du Sud et au Mexique. Il reste à voir si cela n'entraînera pas de malentendus raciaux et autres problèmes: il sera intéressant de connaître vraiment la tolérance des Canadiens.

La fécondité de notre peuple: L'explosion et l'implosion démographique

Comme nous le notions dans les sections antérieures, le nombre de femmes dans les groupes d'âges féconds est en rapport direct avec le nombre des naissances, pour des raisons évidentes. Le nombre de femmes dans ces cohortes spéciales a été très élevé depuis quelques années à cause de l'explosion démographique des dernières années quarante et des années cinquante. Mais depuis 1960, le nombre des naissances vivantes et le taux de natalité (de quelque façon qu'il soit défini) ont baissé et cette baisse a été tellement prononcée qu'elle fait plus qu'annuler l'augmentation importante du nombre de parents potentiels.

Depuis le record de 1960 avec 160,000 naissances vivantes, ce nombre a constamment diminué (à part quelques années) jusqu'à légèrement plus de 123,000 en 1967, ce qui constitue une baisse de 23.1%. On peut voir à la table 2.19 les évolutions extraordinaires des naissances vivantes de 1940 à 1960 puis de 1960 à 1980. Remarquez que depuis 1960, nous avons perdu de la moitié des gains cumulés en naissances depuis 20 ans!

En même temps que cette baisse dans les naissances avait lieu, le nombre de femmes dans le groupe d'âges de 18 à 35 ans augmentait de 62.3%, comme l'indiquaient les recensements de 1961 et 1976. L'augmentation du nombre de femmes dans le groupe d'âge le plus fécond, c'est-à-dire de 18 à 32 ans,

TABLEAU 2.19

ONTARIO: 40 ANNEES DE NATALITE, 1940 A 1980
GAINS ET PERTES REELS ACCUMULES

VINGT ANS DE CROISSANCE				VINGT ANS DE DIMINUTION			
Année	Nombre de naissances vives	Augmentation par rapport à 1940	Augmentations accumulées	Année	Nombre de naissances vives	Diminution par rapport à 1960	Diminutions accumulées
1940	68,524	-	-	1960	159,245	-	-
1941	72,262	3,738	3,738	1961	157,663	1,582	1,582
1942	78,192	9,668	13,406	1962	156,053	3,192	4,774
1943	81,173	12,649	26,055	1963	155,089	4,156	8,930
1944	78,090	9,566	35,621	1964	152,729	6,516	15,446
1945	78,974	10,450	46,071	1965	141,610	17,636	33,082
1946	97,446	28,922	74,993	1966	131,942	27,303	60,385
1947	108,853	40,329	115,322	1967	127,509	31,736	92,121
1948	104,195	35,671	105,993	1968	126,257	32,988	125,109
1949	106,601	38,077	189,070	1969	130,398	28,847	153,956
1950	108,708	40,184	229,254	1970	134,724	24,521	178,477
1951	114,827	46,303	275,557	1971	130,395	28,850	207,327
1952	123,891	55,367	330,924	1972	125,060	34,185	241,512
1953	129,771	61,247	392,171	1973	123,776	35,469	276,981
1954	136,261	67,737	459,908	1974	124,229	35,016	311,997
1955	139,554	71,030	530,938	1975	125,708	33,537	345,534
1956	143,516	74,992	605,930	1976	124,770[1]	34,475	380,009
1957	150,920	82,396	688,326	1977	123,630[1]	35,615	415,624
1958	152,637	84,113	772,439	1978	122,500[2]	36,745	452,369
1959	157,124	88,600	861,039	1979	123,000[2]	36,245	488,614
1960	159,245	90,721	951,760	1980	123,300[2]	35,945	524,559

Source: Rapports annuels sur les statistiques vitales de l'Ontario - Registraire général.

[1] préliminaires

[2] calculés

était même plus remarquable avec ses 72.9% en 15 ans.

Les figures 2.29 et 2.30 illustrent la situation, la première donnant le nombre estimé des parents potentiels chaque année depuis 1959 jusqu'à 2001 et en y superposant le nombre correspondant des naissances vivantes et la deuxième donnant un indice approximatif de fécondité à partir duquel le nombre de naissances vivantes pour 1978 et 2001 étaient projetées. N'est-ce pas là une situation extraordinaire? Aucun signe de changement dans l'évolution de la situation; pas le moindre "écho" de l'explosion démographique d'après-guerre.

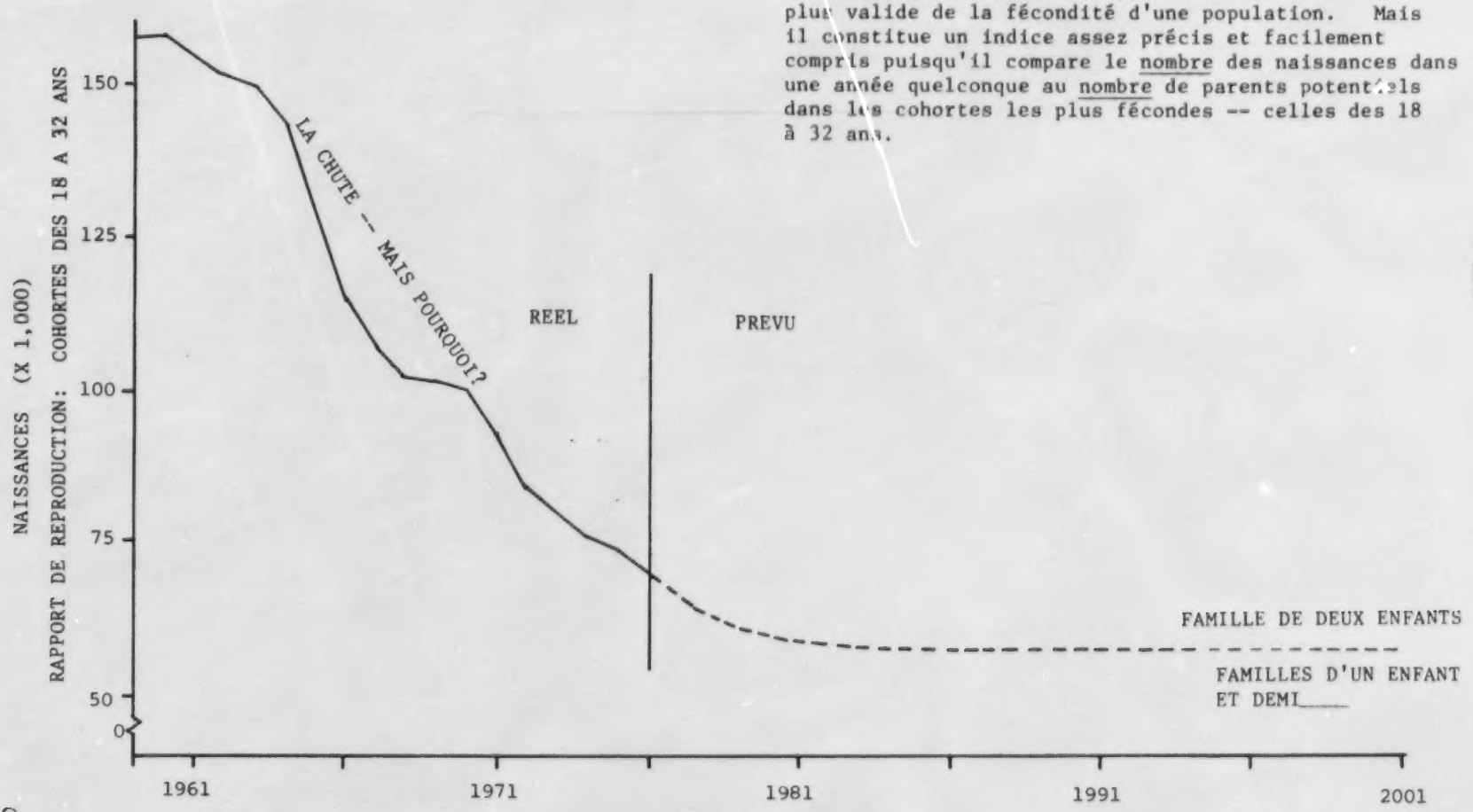
La mortalité infantile a accusé une légère baisse au cours de la période 1969-1976, mais reste sans conséquences majeures. L'incidence du nombre de naissances sur les effectifs scolaires est bien plus importante que celle des migrations ou des décès. Tout au long des années 60 et 70, le nombre de naissances par an était de plusieurs fois supérieur au nombre d'enfants provenant des migrations internationales et interprovinciales que j'appelle moi-même des "naissances instantanées" dans le cas de l'Ontario. Ces naissances comptent pour 90% de la croissance dans les écoles primaires au cours des années 50 et 60, et pour environ 80% de celle des écoles secondaires.

Au cours des années 70, le rôle de l'immigration était à peine visible, mais jouit dans l'autre sens pour ce qui concerne les naissances. Malgré une augmentation très marquée dans le nombre d'enfants immigrants au début des années 1970 et une grande expansion des services de jardins d'enfants seniors et surtout juniors pour les enfants de quatre ans et malgré des services d'éducation spéciale plus étendus, le changement dans le taux de fécondité était tellement remarquable (souvenez-vous, une augmentation de 73% du nombre de mères potentielles dans le groupe d'âge le plus fécond qui correspond à une

FIGURE 2.29

ONTARIO: 1959 A 2001
TAUX DE FECONDITE: UNE BAISSE SANS PRECEDENT

NOTE: Le rapport de reproduction utilisé ici n'est, bien sûr, qu'une première approximation d'une mesure plus valide de la fécondité d'une population. Mais il constitue un indice assez précis et facilement compris puisqu'il compare le nombre des naissances dans une année quelconque au nombre de parents potentiels dans les cohortes les plus fécondes -- celles des 18 à 32 ans.

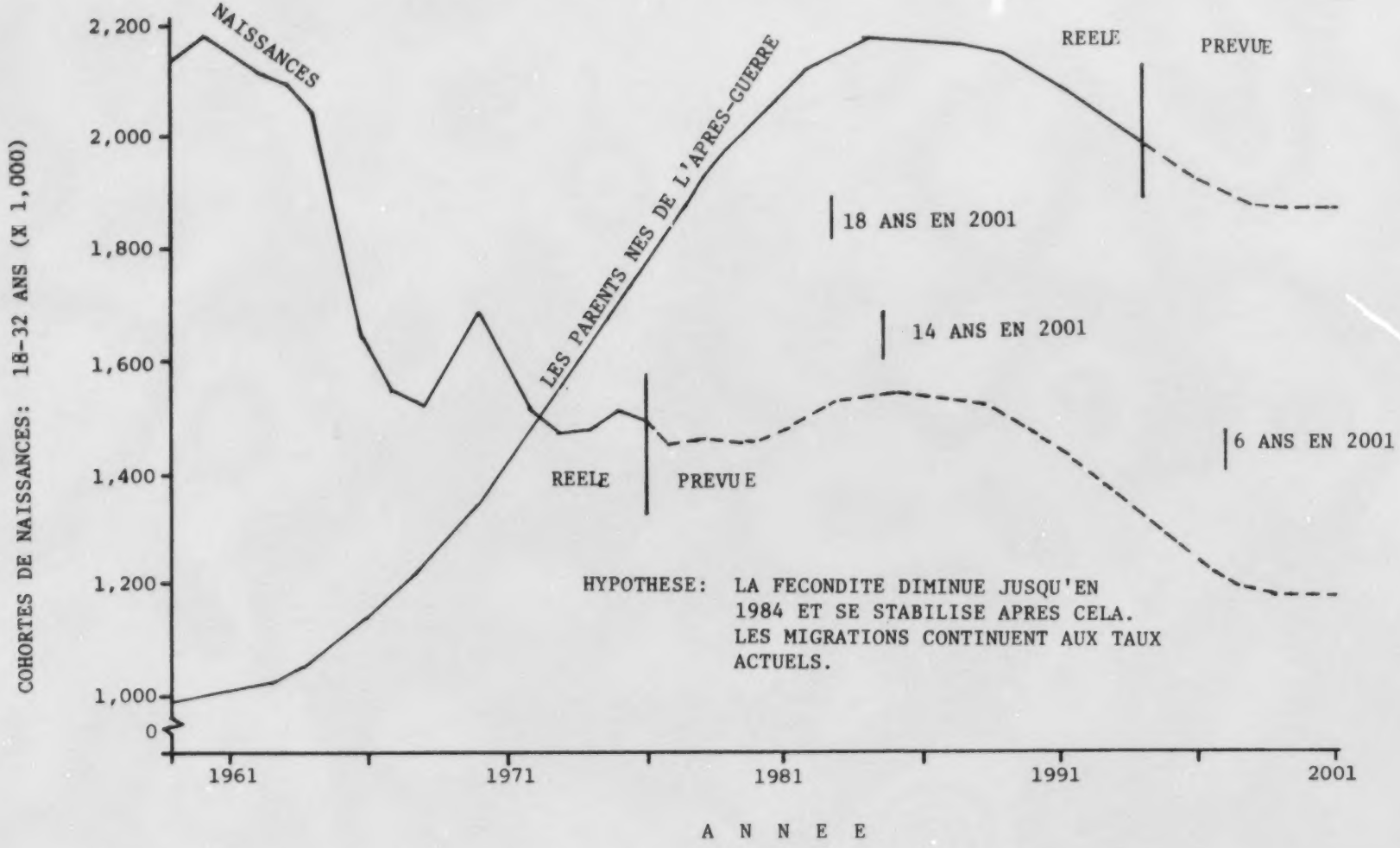


728

729

FIGURE 2.30

ONTARIO: 1959 A 2001
TENDANCES DES FAMILLES: L'EXPLOSION ET L'IMPLOSION DEMOGRAPHIQUE



730

731

diminution de 23% dans le nombre de naissances vivantes) qu'il a causé un renversement complet des effectifs dans le secteur scolaire primaire. Le changement dans le nombre total s'est amorcé en 1971 bien que les diminutions dans les premiers grades avaient commencé plus tôt. Cette diminution se manifestera au niveau secondaire aux alentours de 1978 et se propagera dans le secteur post-secondaire quelque temps plus tard, au début des années 80.

En me basant sur des taux de fécondité approximatifs et sur des "réserves" estimés de mères et de pères potentiels, j'ai fait des prévisions de naissances jusqu'en 1986 et j'ai calculé pour les années de recensement 1981 et 1986 (en prenant les taux de mortalité et de migration de 1976) le nombre de personnes pour chaque année d'âge de moins de 1 an à 25 ans. (Nous n'avons pas eu le temps d'utiliser une méthode plus précise jusqu'à présent mais nous avons commandité de telles études basées sur des modèles informatiques et nous attendons des résultats pour mars.)

En nous servant des données existantes, nous avons donné les répartitions d'âges pour 1971, 1976, 1981 et 1986 au tableau 2.12 et à la dernière colonne de ce tableau, les gains et pertes durant la décennie de 1976 à 1986. Ces chiffres donnent vraiment à réfléchir. Pour illustrer le déplacement des pertes depuis 1960, les tableaux 2.11 et 2.15 indiquent en rouge les pertes entre les recensements successifs de 1961-1966, 1966-1971, 1971-1981 et 1981-1986. Il est clair que la "marée" est arrivée et continuera de faire des trous dans nos systèmes scolaires et bientôt dans notre main d'oeuvre jeune.

Les changements de politique au niveau national correspondent surtout aux forces économiques et renforcent la tendance à la baisse de l'immigration et les changements dans la fécondité. De même que le grand nombre de naissances à la fin des années 40 et au cours des années 50 a contribué à l'expan-

sion, les réductions dans l'immigration et dans le taux de fécondité des années 70 contribueront à la contraction et se retrouveront automatiquement d'année en année de grade en grade dans les écoles au cours des années 70, 80 et 90.

Nous ne savons pas ce qui arrivera à la fin des années 80 et au début des années 90. L'évolution sera-t-elle semblable à celle du passé avec les mêmes réductions dans les migrations vers l'Ontario, dans la fécondité et dans les effectifs scolaires? Ou bien les migrations et le nombre de naissances augmenteront-ils en provoquant une nouvelle vague dans l'augmentation des effectifs scolaires? Personne ne le sait, bien entendu, et les experts sont en profond désaccord. Notre "opinion" vaudra donc peut-être celle du voisin.

Pour donner une direction à nos réponses dans ces questions cruciales desquelles dépendront largement nos plans pour l'avenir, considérons les tendances dans le temps de la fécondité et essayons de déterminer dans quelle mesure elles peuvent fournir une base solide pour les prévisions.

Pour commencer, considérons les tendances de la fécondité pour des âges particuliers ainsi que la fécondité totale et les taux de reproduction bruts pour l'Ontario dans les années 1926, 1930, 1940, 1960, 1965, 1970 et 1975 comme indiqués au tableau 2.20. Les changements sont marqués et constants, avec les considérations qui se doivent pour l'explosion démographique d'après-guerre, et rien ne laisse pressentir de renversement dans ces tendances dans les années 70 (les naissances ont même diminué plus en Ontario en 1976 et 1977). Les chiffres pour les femmes mariées (fournis par Statistique Canada dans une table spéciale) indiquent clairement que la formation de ménages tend à être différée.

TABLEAU 2.20

TAUX DE FECONDITE PAR AGE POUR DES ANNEES CHOISIES
1926 A 1975

ANNEE	TAUX DE FECONDITE PAR AGE[a]							Taux de fécondité totale[b]	Taux de reproduction brute[c]	Taux general de fécondité[d]
	15-19	20-24	25-29	30-34	35-39	40-44	45-49			
1926	30.4	121.1	148.8	125.6	82.3	34.3	3.4	2,730	1.327	81.2
1930	35.8	133.6	149.2	120.4	77.0	30.9	2.8	2,748	1.344	81.6
1940	35.5	125.1	128.5	96.2	56.5	19.4	1.9	2,316	1.135	69.9
1950	55.1	176.8	179.7	120.6	67.8	20.4	1.8	3,111	1.511	96.3
1960	70.9	241.2	217.1	134.7	71.7	21.6	1.5	3,793	1.841	110.8
1965	58.3	192.9	180.6	114.5	59.3	17.8	1.5	3,125	1.521	89.0
1970	49.4	148.5	152.2	83.3	36.4	9.8	0.6	2,401	1.168	72.8
1975	36.5	112.3	128.2	64.5	21.2	4.4	0.3	1,837	0.896	59.8

Notes: [a] Taux de natalité par milliers de femmes et par âge.

[b] Somme des taux féminins de fécondité par âge.

[c] Nombre de filles qui naitraient vivantes d'une cohorte hypothétique de 1000 femmes si celles-ci étaient soumises aux taux de fécondité courants par âges et en supposant que la mortalité avant 50 ans est nulle.

[d] Taux de natalité pour 1000 femmes de 15 à 42 ans.

Source: Statistique Canada, Statistiques vitales, Vol. 1, Cat. No. 84-204.

Par conséquent, on peut raisonnablement s'attendre à ce que la fécondité continue de baisser progressivement et, au mieux, se stabilise dans une dizaine d'années. Un examen du nombre d'enfants par famille dans le temps vient corroborer cette conclusion. Des études prouvent non seulement que souvent, les parents d'aujourd'hui ne voulaient (ni ne prévoyaient) leurs nouveaux-nés (jusqu'à 50% d'après une étude des années 60 en Grande-Bretagne), mais qu'ils s'attendent à avoir des familles de moins de deux, d'un ou de pas d'enfants du tout. Si cela n'est qu'une mode, les choses pourraient changer -- et très vite -- mais cela semble peu probable.

Pour ce qui concerne la dimension des familles en Ontario, nous indiquons au tableau 2.21 le pourcentage des familles par nombre donné d'enfants pour les années choisies, c'est-à-dire 1961, 1966 et 1971 (les chiffres pour 1976 ne sont pas encore prêts). Notez la diminution dans la dimension des familles entre 1966 et 1971 où des changements importants sont intervenus. Ainsi, le nombre de familles sans enfants, et de celles d'un ou deux enfants a beaucoup augmenté surtout lorsqu'on le compare à la diminution évidente du nombre de familles de quatre ou cinq enfants ou plus. De plus, 1971 n'est qu'au début de cette phase récente et les chiffres pour 1976 et 1977 (lorsqu'ils seront prêts) révèleront sans doute un changement plus grand. Les années 1961 à 1966 sont, bien entendu, très influencées par l'explosion démographique d'après-guerre.

Tant de facteurs négatifs jouent en même temps qu'il m'est très difficile d'être optimiste sur l'éventualité d'un changement dans l'évolution et dans les tendances de la fécondité. Il n'y a qu'à voir la liste incomplète suivante pour avoir une idée:

(a) L'économie a ralenti et les "experts" ne semblent pas savoir ce

TABLEAU 2.21

POURCENTAGES DE FAMILLES AYANT UN NOMBRE D'ENFANTS DONNE
AU CANADA ET EN ONTARIO EN CERTAINES ANNEES

	CANADA			ONTARIO		
	1961	1966	1971	1961	1966	1971
Aucun	29.0	28.9	30.5	31.5	30.4	31.7
1	20.2	19.8	20.6	21.3	20.2	21.1
2	20.6	20.4	21.2	21.8	21.7	22.2
3	13.4	13.8	13.4	13.1	13.9	13.3
4	7.5	8.0	7.2	6.6	7.3	6.6
5+	8.9	9.1	7.1	5.7	6.5	5.2

Source: Bureau de statistiques du Dominion, Recensement de 1961, Nombre calculé de familles au Canada, 1968 Catalogue No. 99-526. Chiffres de 1971 calculés à partir de données de Statistique Canada, 1971 Recensement du Canada, Familles; Enfants dans les familles, Catalogue No. 93-715, Vol. II, 2è partie (Bulletin 2.2-3)

qu'il faut faire pour la faire redémarrer.

(b) On a laissé le dollar canadien s'écrouler et personne ne semble savoir s'il faut le sauver.

(c) Le chômage, surtout parmi les jeunes gens, reste encore douloureusement élevé.

(d) L'inflation est encore élevée et menace de reprendre de plus belle.

(e) Le nombre des divorces augmente sans arrêt.

(f) Le nombre des avortements thérapeutiques, qui semblent de plus en plus acceptés, augmente constamment.

(g) Bien que le nombre de mariages augmente, une relation bien négative prévaut entre les mariages en Ontario et le nombre de naissances.

(h) Il y a même la proportion de naissances naturelles qui semble se stabiliser, à cause, probablement, d'une meilleure connaissance des techniques de planning familial parmi les jeunes chez qui ce phénomène est le plus courant.

Dans nos discussions avec différents groupes, beaucoup de gens ont exprimé leur intérêt à propos des augmentations et des diminutions dans les taux de fécondité des différentes catégories de groupes ethniques, de classifications religieuses et de langues maternelles. De plus amples renseignements sur ces facteurs peuvent être trouvés dans des études spéciales de Statistique Canada basées sur les résultats des recensements. Certains résultats très révélateurs et utiles existent pour le recensement de 1971, mais pas encore pour celui de 1976.

Les populations anglophones et francophones de l'Ontario nous intéressent au premier chef évidemment. Il semble que la fécondité la plus basse, surtout parmi les groupes d'âges plus jeunes, soit celle des Franco-Ontariens.

Ceci se traduit directement dans la baisse des effectifs scolaires comme nous le verrons au prochain chapitre. Dans le recensement de 1976, nous pouvons trouver les nombres d'Anglophones et de Francophones comparés au total pour le groupe de moins d'un an à 25 ans qui nous intéresse le plus. Remarquez, dans les données, que si nous avions une population totale de 15 ans remontant à 170,160 pour une population totale de 2 ans de 118,605, ce qui constitue une diminution de 30.3%, la diminution correspondante chez les Francophones à Prescott par exemple, était de 44.6%, ce qui constitue une différence appréciable.

Quant aux autres résultats, l'évolution des fécondités des différents groupes religieux semble converger, à l'exception notable de certains petits groupes. Contrairement aux croyances populaires, les femmes nées à l'étranger n'exhibent pas de taux de fécondité plus élevé que celui de celles qui sont nées au Canada, mais les Amérindiens et les Inuit ont encore les taux de fécondité les plus élevés par rapport au reste d'entre nous (ce qui est à l'origine de ma remarque disant que s'ils continuent ainsi, ils regagneront tout le Canada par forfait).

Comme nous l'indiquions plus haut, Statistique Canada prépare pour nous en ce moment, sous contrat, des prévisions démographiques spéciales à l'aide de leur modèle informatique qui utilise les données du recensement de 1976 comme base et trois ensembles hypothétiques de fécondité et d'immigration.* Ces prévisions iront jusqu'en 2001 et nous en attendons les résultats avec impatience, naturellement. Nous les publierons sous forme de bulletin d'information dès leur réception et assurerons leur circulation pour qu'elles puissent être utilisées dans toute la province et qu'elles soient accessibles à tous.

---

*Nous avons aussi sollicité une compilation spéciale supposant une immigration nulle.

De plus, nous avons signé un contrat avec le groupe de recherche du TEIGA pour la préparation de prévisions démographiques et de perspectives d'effectifs scolaires dans lesquelles ils se sont servis de taux de fécondité révisés (ajustés vers le bas pour tenir compte des changements). Seuls les données et le rapport final sont prêts en ce moment, mais encore une fois, nous publierons et nous ferons circuler le rapport dès qu'il sera achevé (ou bien sera-t-il inclus dans l'annexe statistique de ce rapport en même temps que les chiffres de Statistique Canada s'ils sont prêts à temps). Ces nouvelles prévisions démographiques du TEIGA différeront beaucoup de celles qu'ils ont faites antérieurement lorsqu'ils se basaient sur les données du recensement de 1971 et sur des taux de fécondité plus élevés, puisque même une baisse mineure minime du taux de fécondité peut avoir un effet appréciable dû au grand nombre de mères et pères potentiels.

C'est le changement dans les taux de fécondité, tempéré quelque peu par des migrations plus ou moins élevées, qui a l'effet le plus important sur l'évolution à long terme des effectifs scolaires. Il est évident que, supposant un flux migratoire net et un taux de fécondité moins élevés, on obtiendra une estimation minimale très basse pour les naissances et les effectifs scolaires du secondaire avant la fin des années 80, et pour plusieurs raisons (telles que la courte période de cinq grades). Le taux et même la valeur absolue de la baisse des effectifs dans le secondaire risque d'être beaucoup plus sérieuse que dans le primaire. L'éducation spéciale dans les écoles secondaires a déjà été élargie, le rapport élèves-enseignants semble déjà avoir atteint son minimum et semble même avoir légèrement augmenté récemment, et il n'est pas possible, bien entendu, de canaliser ici l'expansion comme dans le cas des jardins d'enfants junior et senior -- pas que je sache du moins, à moins bien sûr, de considérer l'éducation des "citoyens du troisième âge".

Les démographes du TEIGA sont d'avis que leurs prévisions démographiques préliminaires sont à recommander comme tendance probable des effectifs. Cependant, le groupe de recherche d'OISE est plutôt d'avis, et je suis d'accord avec eux, que ces chiffres sont trop élevés et que la tendance se situera probablement entre les prévisions IV et V, pour lesquelles on peut se référer aux tableaux 2.31 et 2.32, et peut-être beaucoup plus près de la dernière.

Aux prévisions IV correspond une supposition sous-jacente selon laquelle le taux de fécondité descendra de 1.84 par femme en 1975 et 1.6 et se stabilisera là jusqu'à la fin du siècle. Les effectifs du primaire basés sur ces prévisions seraient réduits à 1.23 millions en 1981 puis monteraient lentement et presque imperceptiblement jusqu'à 1.27 millions au début des années 90, avant de reprendre leur baisse progressive. Comme base de comparaison, notez que les effectifs totaux au primaire en 1976 étaient de 1,360,000, ce qui veut dire que nous n'arriverons même pas à revenir à ce niveau déjà bas.

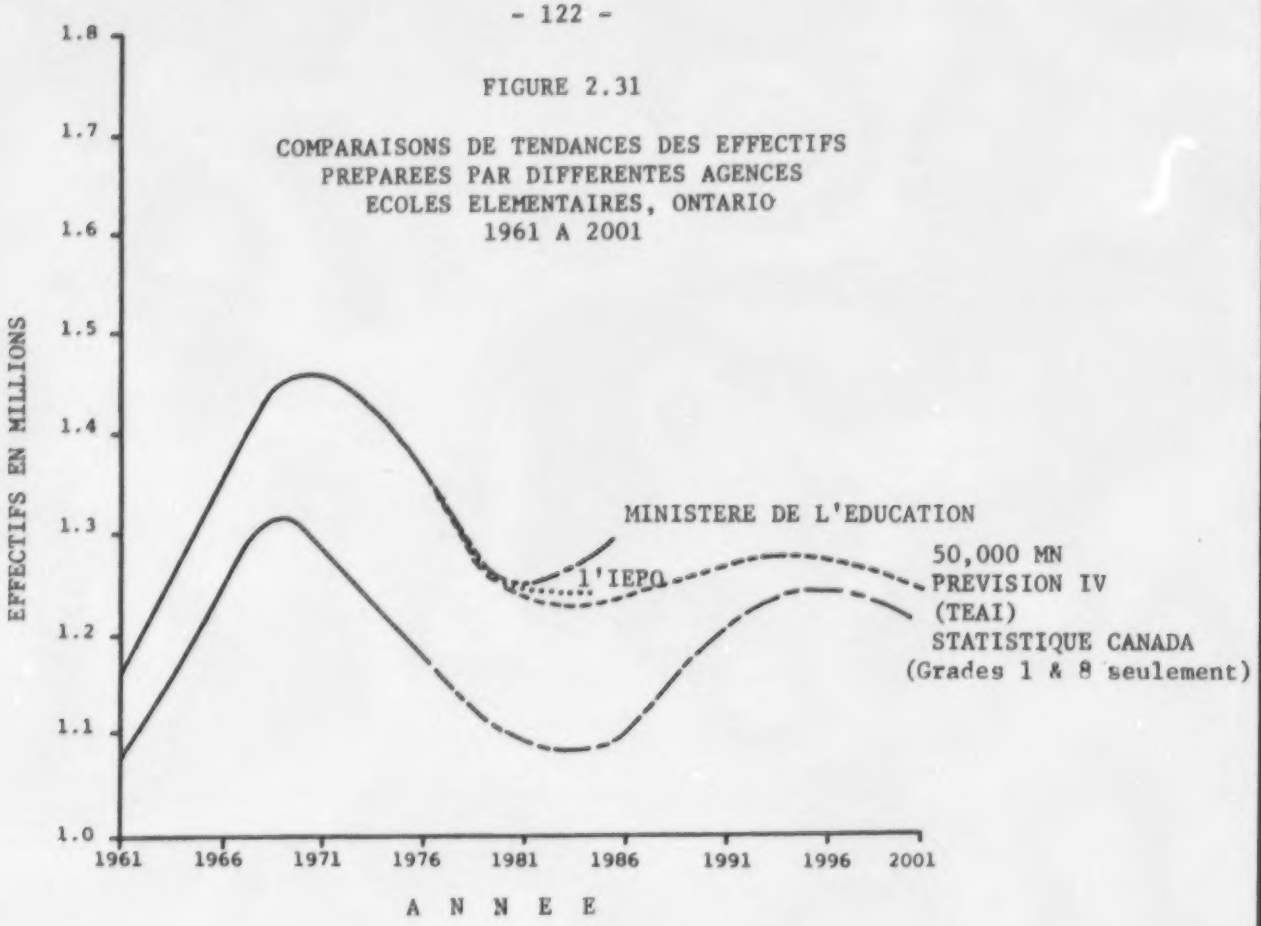
D'après cette même prévision IV, les effectifs des écoles secondaires tomberaient de 613,000 en 1976 à 500,000 en 1986. La tendance reviendrait lentement à la hausse (c'est beaucoup dire) pour atteindre 520,000 en 2001 et recommencer encore une fois à diminuer.

En basant ses calculs sur les rapports entre les cohortes de certains groupes d'âges et les effectifs totaux du primaire et du secondaire, le groupe de recherche du TEIGA fait des commentaires sur la situation qui règne dans certains comtés et districts. Ils ne donnent que les effectifs totaux, pour le primaire et le secondaire séparément sans donner de détails par grade et sans faire de distinction entre le secteur public et le secteur séparé.

En utilisant encore une fois les prévisions IV du TEIGA, virtuellement

FIGURE 2.31

COMPARAISONS DE TENDANCES DES EFFECTIFS
PREPAREES PAR DIFFERENTES AGENCES
ECOLES ELEMENTAIRES, ONTARIO
1961 A 2001



NOTE: MN - Migrations nettes par an.

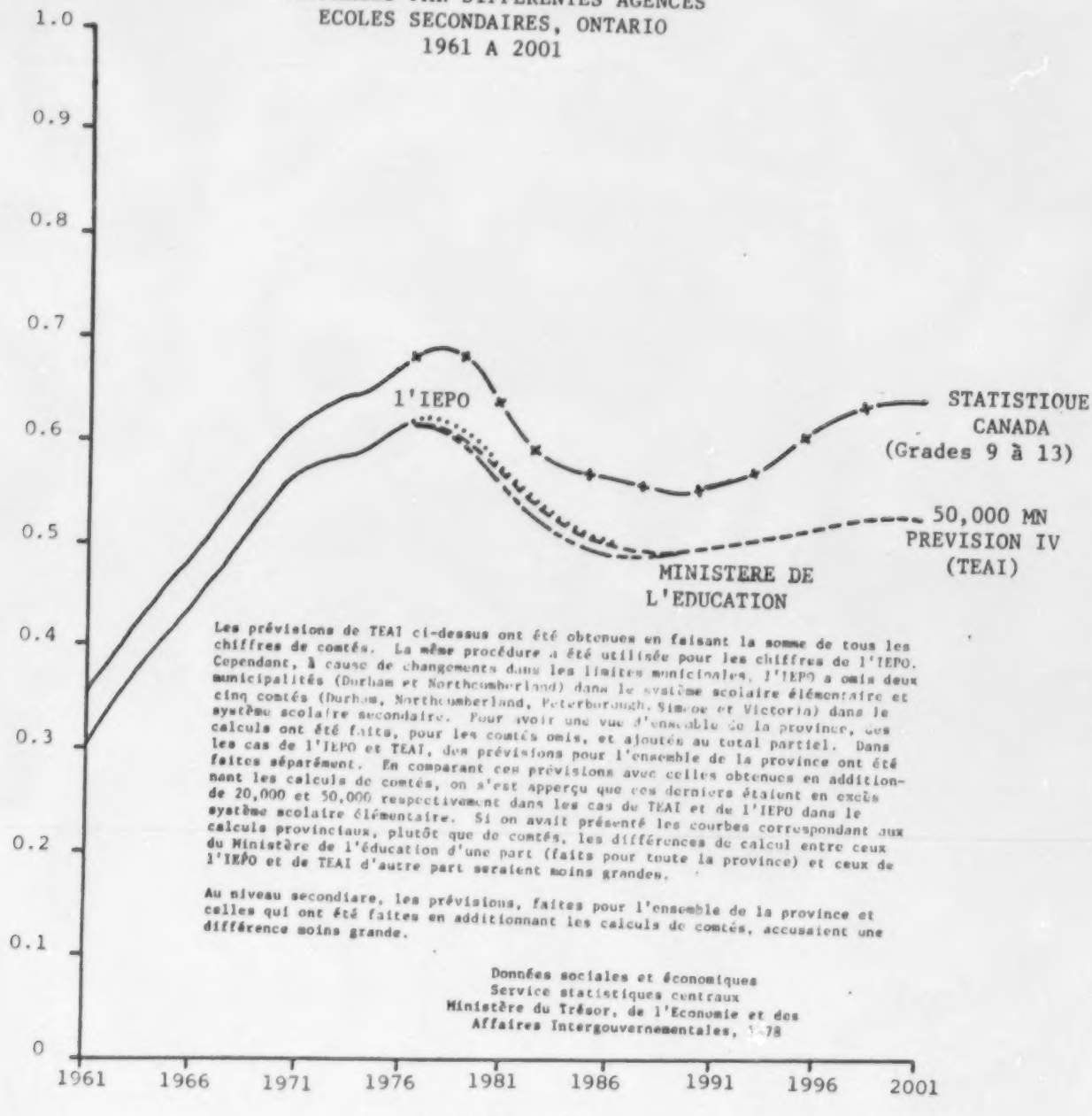
Les prévisions de TEAI ci-dessus ont été obtenues en faisant la somme de tous les chiffres de comtés. La même procédure a été utilisée pour les chiffres du 1'IEPO. Cependant, à cause de changement dans les limites municipales, 1'IEPO a omis deux municipalités (Durham et Northcumberland) dans le système scolaire élémentaire et cinq comtés (Durham, Northcumberland, Peterborough, Simcoe et Victoria) dans le système scolaire secondaire. Pour avoir une vue d'ensemble de la province, des calculs ont été faits, pour les comtés omis, et ajoutés au total partiel. Dans les cas de 1'IEPO et TEAI, des prévisions pour 1'ensemble de la province ont été faites séparément. En comparant ces prévisions avec celles obtenues en additionnant les calculs de comtés, on s'est apperçu que ces derniers étaient en excès de 20,000 et 50,000 respectivement dans les cas de TEAI et de 1'IEPO dans le système scolaire élémentaire. Si on avait présenté les courbes correspondant aux calculs provinciaux, plutôt que de comtés, les différences de calcul entre ceux du ministère de 1'éducation d'une part (faits pour toute la province) et ceux de 1'IEPO et de TEAI d'autre part seraient moins grandes.

Au niveau secondaire, les prévisions, faites pour 1'ensemble de la province et celles qui ont été faites en additionnant les calculs de comtés, accusaient une différence moins grande.

Données sociales et économiques
Services statistiques centraux
Ministère du Trésor, de 1'Economie et
des Affaires Intergouvernementales, 1978

FIGURE 2.32

COMPARAISONS DE TENDANCES DES EFFECTIFS
PREPAREES PAR DIFFERENTES AGENCES
ECOLES SECONDAIRES, ONTARIO
1961 A 2001



NOTE: MN - Migration nettes par an.

Voir note à la Figure 11.

Données sociales et économiques
Service statistiques centraux
Ministère du Trésor, de l'Economie et des
Affaires Intergouvernementales, 1978

chaque comté et district en Ontario verrait une baisse soutenue dans ses effectifs. Certaines régions comme Peel et Dufferin ne seraient pas tellement touchées et resteraient des zones de croissance, mais la baisse dans d'autres régions telles que Huron, Cochrane, Renfrew, Prescott et Russel sera très importante. Même si les effectifs augmentent comme prévu après 1981, l'augmentation sera concentrée dans moins d'une douzaine de régions situées dans le centre de l'Ontario.

Les perspectives de baisse d'effectifs scolaires calculées sont évidemment similaires mais plus éloignées dans le temps. Mises à part quatre ou cinq régions distinctes, connues dans la province comme étant des zones de croissance, la baisse des effectifs des écoles secondaires d'abord abrupte, puis constante et soutenue, continuera partout en Ontario jusqu'en 2001. Les quatre régions de croissance modérée et continue sont en l'occurence les comtés de Peel, York, Carleton et Dufferin.

Etant donné que les prévisions préliminaires d'effectifs sont les seules qui soient à jour et accessibles, nous avons choisi de les inclure ici dans notre discussion sur la population et de réduire la portée du chapitre prochain à des prévisions jusqu'en 1986 en nous servant des calculs d'OISE, du ministère de l'Education et de Statistique Canada. Je me suis servi surtout des prévisions pour 1986 d'OISE (dont l'exactitude a été prouvée par le passé) comme je l'indique dans l'annexe statistique, que je compléterai au besoin par celles du ministère de l'Education. Nous avons encore besoin de chiffres par grade et par âge, pour les écoles publiques et séparées et pour les conseils urbains et de comté. Le calcul des prévisions, pour le nord de l'Ontario en général et pour les petits conseils scolaires isolés où les conditions sont particulièrement instables s'est heurté à de grandes difficultés. Pour la

plupart de ces régions, les prévisions pour plus de cinq ans n'auraient aucun sens. La préparation pour ma Commission de prévisions pour le nord de l'Ontario est en cours. Celles-ci seront distribuées en avril.

Il me faut insister, à ce stade, que les prévisions démographiques et d'effectifs scolaires constituent une entreprise difficile et soumise au hasard; les démographes ne sont pas connus pour leur infaillibilité.

Je parle en connaissance de cause: pour me ramener à une certaine humilité, on m'a souvent rappelé certaines de mes prévisions (et commentaires) antérieurs. Pour répéter une phrase de feu Leslie M. Frost, ancien premier ministre, l'ennui avec les prévisions de cette sorte est que les gens insistent pour rester humains et résistent à toute forme de programmation (heureusement, devrai-je ajouter).

Dans les prévisions de facteurs démographiques, surtout dans le cas des tendances de la fécondité, les attitudes sociales sauraient-elles nous donner une idée de ce que les changements peuvent être? Les conditions économiques présentes et à venir peuvent nous donner une idée de ce que nous réserve l'avenir. D'après les prévisions préliminaires IV et V du groupe du TEIGA, ou selon mes propres approximations présentées plus haut, il ne fait aucun doute qu'il y aura (et je maintiens qu'il y en aura de toutes manières) des changements considérables dans la structure de la pyramide des âges en Ontario entre les recensements de 1976 et 2001. La seule question qui se pose encore est à savoir dans quelle mesure les hypothèses dont découlent ces données sont raisonnables.

Les changements dans la fécondité peuvent intervenir très vite et sans préavis et, en fait, un petit nombre de démographes suggèrent que la tendance

actuelle de fécondité changera de direction. Bien sûr, certains le suggèrent depuis plusieurs années comme en témoigne la théorie cyclique avancée en Grande-Bretagne. Mais aucun signe d'un tel changement de direction à court terme dans la tendance de la fécondité n'est encore visible.

A cause du grand nombre actuel de parents en puissance dans le groupe d'âges le plus susceptible d'avoir des enfants (nous sommes près d'un maximum en Ontario), même un changement minime dans les taux de fécondité aurait comme conséquence une grande augmentation de naissances si bien que même le maximum de 1960 pourrait être dépassé. Cependant, les moyens anticonceptionnels très efficaces dont nous disposons aujourd'hui (sans oublier les avortements thérapeutiques comme dernier recours, pour ainsi dire), de concert avec les attitudes sociales et les dimensions de familles généralement voulues, le fait que les femmes pénètrent de plus en plus le marché du travail (le taux de participation se rapproche de plus en plus de celui des hommes), l'attitude vis-à-vis du niveau de vie et le fait qu'avoir un enfant est un engagement de 20 à 25 ans, tous ces facteurs ne vont certainement pas dans le sens d'une augmentation de la fécondité à moins de prendre des mesures draconiennes.

Question intéressante: d'après notre échelle de valeurs et de priorités, combien un bébé vaut-il pour ses parents et pour l'état? Je crains qu'il ne vaille que très peu et, à mes moments de pessimisme, je m'écrie même que l'on considère un bébé comme un passif et non comme un capital.

La baisse de la fécondité n'est pas un phénomène nouveau et bien d'autres cultures ont disparu au cours de la longue histoire de la race humaine. On retrouve cette baisse dans bien d'autres pays et en fait dans le monde occidental industrialisé. La fécondité incontrôlée ne se rencontre que dans les

pays en voie de développement.

En Europe de l'Ouest où, selon bien des démographes, s'établit la norme pour tout le monde occidental industrialisé, certaines études de tendances démographiques notent que les taux de fécondité en Allemagne et en Suisse, et peut-être aussi en Suède, sont tombés au-dessous du niveau le plus bas estimé pour l'Ontario par le TEIGA dans ses prévisions. Les démographes européens parlent facilement de familles moyennes de 1.5 enfants comme étant la norme pour l'avenir. Des études canadiennes récentes, dont la mienne, viennent corroborer ce point de vue selon lequel la période réelle d'âge reproductif des femmes se réduit pour n'aller que de 18 à 32 ans, et bientôt peut être de 23 à 30 ans, au lieu de la période traditionnelle de 15 à 49 ans. L'abaissement de la limite supérieure se fait depuis des années et la constitution différée des familles est largement acceptée par les hommes et par les femmes. En d'autres termes, les parents espacent leurs enfants différemment à présent et la réduction de la période d'âge reproductif aura pour résultat de diminuer les taux de fécondité.

Dans notre province aussi, un bon nombre de femmes nées au cours de l'après-guerre passent maintenant dans leur âge le plus reproductif mais aucune reprise de naissances ne se manifeste. Bientôt, la "réserve" de mères potentielles commencera à s'amenuiser rapidement maintenant que la crête de la vague des filles nées dans l'après-guerre a atteint l'âge de 18 ans.

Pour ce qui concerne les perspectives d'effectifs scolaires, la conclusion principale est que, quels que soient les ajustements marginaux aux données démographiques, les phénomènes de contraction de nos systèmes scolaires seront sérieux et continueront au moins jusqu'aux années 90.

Questions et problèmes

1. Comment faire pour en savoir plus sur les dimensions des familles à venir? Nous avons besoin de résultats d'analyses démographiques de ce facteur critique car un changement minime dans le taux de fécondité a de grandes répercussions sur le nombre des naissances et par conséquent sur tous les aspects de la société.

2. Quelles mesures dans le domaine des migrations seront adoptées par le gouvernement fédéral et par le gouvernement provincial étant donné la pénurie à venir de jeunes travailleurs? Est-ce que notre politique d'immigration permettra l'entrée d'un grand nombre d'immigrants en provenance de pays à fécondité incontrôlée qui constituent la seule source actuelle?

3. Les courants migratoires interprovinciaux reviendront-ils à ce qu'ils étaient traditionnellement lorsque l'Ontario gagnait considérablement dans les échanges nets de population? Les mouvements interprovinciaux continueront-ils librement à l'avenir ou bien érigera-t-on des barrières (linguistiques par exemple)?

4. Les migrations intraprovinciales caractérisées par l'exode rural et la fuite vers les banlieues, continueront-elles ou est-ce que le gouvernement provincial contrôlera ces mouvements?

5. Notre population vieillit et continuera de vieillir pendant quelque temps. Quels seront les effets de ce vieillissement sur tous les aspects socio-économiques (dont l'effet psychologique d'une majorité de contribuables et d'électeurs conservateurs dans la force de l'âge)?

6. Allons-nous faire face à une contraction continue de notre système économique liée à la contraction de la population totale et aux changements dans la structure de la pyramide des âges? Quelles seront les conséquences psychologiques de tout cela?

Chapitre 3

Les effectifs scolaires en Ontario: le passé, le présent et l'avenir

A l'instar des autres chapitres, je n'ai pas surchargé le texte de tableaux détaillés et complexes; j'ai relégué ceux-ci à l'annexe ou à l'annexe statistique séparée pour ceux des lecteurs qui s'intéressent aux classifications par âge, sexe et grade. Les tableaux, les cartes et les graphiques dont je fais usage concernent presque exclusivement les effectifs totaux par type d'école lorsque certaines particularités de l'évolution de la croissance ou de la baisse méritent une attention plus particulière.

De plus, j'ai accordé une attention toute particulière à la répartition des gains et des pertes dans la province, par comté et par centre urbain surtout et pour les districts du vaste territoire que nous appelons le nord de l'Ontario et pour les districts de la frontière orientale avec le Québec, à travers les centaines de milles carrés de la partie centrale jusqu'aux territoires distants limitrophes des Etats-Unis et du Manitoba.

Ce chapitre a été divisé en deux sections pour des raisons pratiques et de présentation, mais aussi et surtout pour aider le lecteur à comprendre les changements passés et présents. Nous intitulerons ces sections "le passé et le présent" d'une part et "le présent et l'avenir" d'autre part en prenant 1976 comme ligne de démarcation. Jusqu'en 1976, nous parlerons d'effectifs scolaires réellement enregistrés. Après cela, nous nous avancerons dans un terrain inconnu et considérerons à des degrés différents, avec moins d'assurance lorsque nous parlerons d'un avenir éloigné, de conjectures, de prévisions et de perspectives. Nous avons suivi une méthode similaire, au chapitre précédent, dans notre étude démographique et dans notre examen des tendances et prévisions démographiques, si bien que le lecteur ne sera pas dépaysé.

En scrutant cet avenir incertain, je m'en suis tenu à la décennie allant de 1976 à 1986 surtout, tout en faisant quelques incursions (comme au chapitre précédent) plus loin vers la fin de ce siècle. Comme je l'expliquais plus haut, les données de base, dont nous avons besoin pour avoir un schéma plus complet jusqu'en 2001, n'étaient pas encore prêtes au moment de la rédaction et il nous est impossible d'attendre plus longtemps à cause de la date limite du 28 février pour la soumission du rapport intérimaire.

Pour ce qui concerne les perspectives d'effectifs scolaires, presque tous les enfants qui nous intéressent pour nos prévisions sont déjà nés. Un grand nombre d'entre eux se sont, en fait, déjà inscrits dans nos écoles et peuvent être comptés. Les inconnus sont compris dans les courants migratoires en provenance et à destination des autres provinces et pays, mais ce facteur a peu d'importance à court terme lorsqu'on le compare aux naissances vivantes. Quant à cette dernière variable, remarquez que ceux qui sont nés en 1977 n'auront guère plus de neuf ans en 1986 et seront en principe au grade 3 d'un de nos systèmes scolaires et nous savons aujourd'hui leur nombre et celui de leurs amis et camarades de jeu plus âgés.*

Nous sommes quand même obligés d'estimer le nombre d'enfants dans les jardins d'enfants juniors et seniors et dans les grades 1 et 2 jusqu'en 1986, mais l'erreur dans nos prévisions ne peut être que minime si nous nous en tenons aux effectifs totaux et si nous évitons les estimations par grade. A moins, bien sûr, que nous insistions de considérer l'hypothèse radicale selon laquelle les taux de fécondité sont sur le point de faire un bond exponentiel prodigieux et immédiat, ce que je n'ai nullement l'intention de faire.

---

*Comme pensée inattendue sur ces étranges temps modernes, je confie à mes lecteurs que j'avais écrit "frères et soeurs" à l'origine mais que j'ai ensuite effacé ces mots car peu d'entre eux auront jamais une telle parenté.

L'équipe de recherche en planification de l'éducation à OISE du Dr. Watson et de M. Quazi est entièrement d'accord avec moi au sujet de cette évaluation des tendances de la fécondité pour les cinq prochaines années au moins.

J'ai utilisé les perspectives d'effectifs scolaires d'OISE pour 1986 car elles me semblent les plus plausibles. Les chiffres pour 1985 et 1986 peuvent être trop élevés, mais pas de beaucoup à mon avis et de plus, ils n'ont pas le défaut de supposer un écho puissant de l'explosion démographique de l'après-guerre. Ils concèdent au plus (comme je le ferais moi-même) qu'un léger murmure s'élèvera aux alentours de 1983 si les conditions économiques s'améliorent et si l'attitude au sujet de la dimension des familles change. Si rien ne se passe alors, je conclurai à regret que l'écho s'est perdu à jamais.

L'utilisation de la période de 1976 à 1986 offre l'avantage supplémentaire que nous savons que les effectifs scolaires se seront stabilisés à la fin de cette période, après avoir baissé lentement selon toute évidence, la baisse brusque dans les effectifs du secondaire sera passée et une période de baisse progressive et lente sera amorcée. Ceci est une suite de la baisse brusque des naissances de 159.245 en 1960 à 126,257 en 1968 (un plongeon de 20.7% en huit ans à peine), suivie par un léger rétablissement à 134,724 en 1970 et d'une baisse plus modérée à 123,630 en 1977.

Je dois dire franchement que je n'entrevois pas d'autre piqué du taux de fécondité pour le reste du siècle. Au pire des cas verrons-nous une diminution progressive des familles jusqu'à une moyenne de 1.5 enfants. C'est ce que les démographes européens prévoient et nous n'en sommes pas si loin au Canada. J'estime, à propos des techniques de planning familial dont nous disposons aujourd'hui (anti-conception et avortement thérapeutique) que nous

sommes entrés dans l'"âge bénit", comme certains le nomment, de la fécondité contrôlée et tout autre progrès se fera sous forme de développements techniques plus acceptables. Pour changer, des femmes savantes mettront peut-être au point un ensemble de méthodes que les hommes seront obligés d'employer et non l'inverse (ainsi disparaîtra un des derniers vestiges de la domination masculine de la société, je suppose).

Avant de passer aux chiffres, aux cartes et aux figures, j'aimerais dire dès maintenant qu'il est dans notre pouvoir, et j'en suis pleinement convaincu, de surmonter les difficultés qui nous attendent et de résoudre d'une façon satisfaisante les problèmes qui se posent et qui continueront de se poser à nos écoles. Il nous faut bien examiner la situation, évaluer les différentes mesures et l'alternative possible et prévoir un plan d'action délibéré qui convienne le mieux à notre communauté si nous voulons éviter la panique et même le désastre. Les choses ne seront souvent pas faciles et nous devons prévoir de grands changements. Mais je n'entrevois pas qu'ils devront être radicaux ou révolutionnaires.

Nous devrons surtout mettre de l'ordre dans nos valeurs et priorités et mettre à profit notre ingéniosité et notre créativité pour concevoir de nouveaux moyens, dans un système pratiquement inchangé, pour continuer d'assurer la meilleure qualité possible d'enseignement aux peu d'enfants que nous avons et de parer aux problèmes de personnel d'une façon aussi sensée et humaine que possible. Il nous faudra aussi user de bon sens pour limiter les dépenses afin d'éviter la faillite ou la révolte des contribuables. Notre système scolaire deviendra plus réduit, mais comment? Nous sommes partis d'un système réduit en 1940 et nous nous sommes arrangés à nous accommoder de la demande emballée des années 50 et 60; à présent, nous pouvons ralentir pour nous

accommoder des temps plus sobres et austères des années 70 et au-delà.

Je suis un optimiste invétéré et j'ai raison d'avoir foi dans l'être humain: nous avons survécu, dans ma vie, à la boucherie de la première guerre mondiale, à l'épidémie de grippe qui a décimé plus de monde encore, aux jours mornes du chômage et aux privations de la dépression, aux horreurs de la deuxième guerre mondiale avec ses purges et ses tentatives de génocide, à la terreur de la bombe atomique et aux menaces de la guerre thermonucléaire, puis nous avons joui de temps meilleurs après guerre ou du moins nous étions plus à l'aise matériellement dans cette civilisation du confort. Nous pouvons parer à toutes les éventualités si nous nous mettons au travail au lieu de pleurer, même si notre société entière est ébranlée par les changements démographiques. La crise scolaire actuelle n'est qu'un signe précurseur de ce qui nous attend.

La plupart d'entre nous ne peut pas rester impassible devant un tel défit car il vient nous distraire de notre routine quotidienne et nous donne une occasion de faire quelque chose. Alors, allons voir cette brute de près et fixons-la dans le blanc des yeux!

Le passé et le présent

Pour avoir une bonne idée des progrès que nous avons faits dans l'éducation, il faut remonter aux années folles juste avant l'effondrement de la bourse de 1929. Les chiffres des tableaux 3.1 et 3.2 et les figures 3.1 et 3.2 indiquent donc les effectifs des écoles primaires et secondaires (publiques et séparées) au cours d'une période de 50 ans entre 1926 et 1976 pour les éccles primaires et de 1951 à 1971 pour les écoles secondaires. Il est difficile d'obtenir des chiffres comparables pour les écoles secondaires au cours des premières années. A mon avis, c'est en partie à cause du manque d'uniformité dans les termes et les classifications ayant rapport avec les écoles durant ces années-là.

Les graphiques des écoles primaires donnent un schéma de deux périodes importantes: le temps sans croissance de la dépression et du début de la guerre et le temps de l'expansion effrénée après 1951 dans les écoles primaires et secondaires suivi d'une baisse dans les écoles primaires entre 1971 et 1976. Quant à l'incroyable courbe de croissance dans les écoles secondaires, souvenez-vous que deux facteurs jouaient simultanément: il y avait une invasion d'élèves nés au cours de l'après-guerre et un grand succès de l'idée de l'éducation secondaire pour tous qui ont eu un effet multiplicateur sur la courbe de croissance. A propos, durant ces années, nous essayions aussi de faire accepter l'idée de l'égalité des possibilités dans le domaine de l'enseignement, mais ceci est une autre histoire et se situe en dehors des termes de mon contrat.

Remarquez que les effectifs scolaires avaient presqu'atteint leur maximum en 1976, comme on pouvait s'y attendre à la lumière des prévisions démographiques présentées au chapitre précédent. Avec l'école obligatoire et

TABLEAU 3.1

EFFECTIFS DES ECOLES ELEMENTAIRES EN ONTARIO -- TOTAL
1926-1976

	PUBLIC			SEPARE C.R.			TOTAL SEPARE		
Année	Effectifs de grades	Education spéciale	Public total	Effectifs de grades	Education spéciale	Total S.C.R.	Effectifs de grades	Education spéciale	Grand Total
1926[1]			494,652			95,049			589,701
1927			502,384			98,248			600,632
1928			508,407			99,496			607,903
1929[1]			511,840			103,148			614,988
1930[1]			468,521			91,925			560,446
1930			474,010			95,974			569,984
1931			481,414			99,198			580,612
1932			483,331			101,552			584,883
1933			482,514			101,513			584,027
1934	460,689	3,497	464,186	101,124	467	101,591	561,813	3,964	565,777
1935	457,735	3,050	460,785	100,603	549	101,152	558,338	3,599	561,937
1936	451,957	3,408	455,365	100,412	598	101,010	552,369	4,006	556,375
1937	450,577	3,932	454,509	101,633	872	102,505	552,210	4,804	557,014
1938	449,304	3,878	453,182	103,719	747	104,466	553,023	4,625	557,648
1939	437,238	3,905	441,143	101,443	737	102,180	538,681	4,642	543,323
1940	429,738	3,859	433,597	99,601	716	100,317	529,339	4,575	533,914
1941	422,804	3,379	426 183	98,547	711	99,258	521,351	4,090	525,441
1942	421,502	3,837	425,339	101,592	590	102,182	523,094	4,427	527,521
1943	432,268	3,916	436,184	102,506	673	103,179	534,774	4,589	539,363
1944	430,213	4,212	434.425	103,641	644	104,285	533,854	4,856	538,710
1945	432,348	4,361	436,709	107,685	613	108,298	540,033	4,974	545,007
1946	437,306	4,027	441,333	108,281	596	108,877	545,587	4,623	550,210
1947	448,499	4,617	453,116	110,788	625	111,413	559,287	5,242	564,529
1948	464,965	4,552	469,517	114,960	547	115,507	579,925	5,099	585,024
1949	489,160	4,372	493,532	122,097	590	122,687	611,257	4,962	616,219
1950	503,731	4,633	508,364	126,634	619	127,253	630,365	5,252	635,617
1951	540,179	4,304	544,483	133,541	666	134,117	673,630	4,970	678,600
1952	583,505	4,839	588,344	146,010	658	146,668	729,515	5,497	735,012
1953	615,631	4,815	620,446	162,082	656	162,738	777,713	5,471	783,184
1954	639,164	4,797	643,961	173,635	563	174,198	812,799	5,360	818,159
1955	670,481	5,765	676,246	186,719	649	187,368	857,200	6,414	863,614
1956	699,654	6,665	706,319	204,899	678	205,577	904,553	7,343	911,896
1957	739,372	7,864	747,236	223,221	660	223,881	962,593	8,524	971,117
1958	775,565	8,602	784,167	242,688	743	243,431	1,018,253	9,345	1,027,598
1959	808,825	9,055	817,880	262,917	852	263,769	1,071,742	9,907	1,081,649
1960	833,071	10,666	843,737	281,540	1,111	282,651	1,114,611	11,777	1,126,388
1961	850,048	11,667	861,715	299,951	1,387	301,338	1,149,999	13,054	1,163,053
1962	867,460	12,738	880,198	315,201	1,630	316,831	1,182,661	14,368	1,197,029
1963	888,775	13,055	901,830	329,236	2,098	331,334	1,218,011	15,153	1,233,164
1964	910,857	14,211	925,068	350,290	3,115	353,405	1,261,147	17,126	1,278,473
1965[2]	933,577	15,797	949,374	366,757	3,912	370,669	1,300,334	19,709	1,320,043
1966	959,654	17,246	976,900	383,040	4,931	387,971	1,342,694	22,177	1,364,871
1967	981,726	20,829	1,002,555	395,911	6,586	402,497	1,377,637	27,415	1,405,052
1968	997,922	23,754	1,021,676	401,748	7,166	408,914	1,399,670	30,920	1,430,590
1969	1,020,948	21,613	1,042,561	407,069	6,487	413,556	1,428,017	28,100	1,456,117
1970	1,022,857	24,198	1,047,055	411,533	6,900	418,433	1,434,390	31,098	1,465,488
1971	1,010,464	24,239	1,034,703	415,571	6,566	422,137	1,426,035	30,805	1,456,840
1972	997,112	25,823	1,022,935	415,300	6,866	422,166	1,412,412	32,689	1,445,101
1973	972,430	26,238	998,668	418,030	6,187	424,217	1,390,460	32,425	1,422,885
1974	N.A.	-	977,545	N.A.	-	427,294	N.A.	-	1,404,839
1975	934,600	27,025	961,625	421,479	6,374	427,853	1,356,079	33,399	1,389,478
1976	909,940	27,352	937,292	415,505	7,288	422,791	1,325,445	34,640	1,360,085

[1] Effectifs en décembre, âges de septembre 1926 à 1929

[2] Effectifs au dernier jour d'école en mai - 1929 à 1965

[3] Effectifs au 30 septembre, 1966 à 1976.

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

TABLEAU 3.2

EFFECTIFS SCOLAIRES SECONDAIRES A PLEIN-TEMPS EN ONTARIO, 1951-1976

ANNEE	ANNEE INTER-MEDIAIRE 1	ANNEE 2	ANNEE SENIOR 2	ANNEE 4	ANNEE D'HONNEUR 5	EDUCATION SPECIALE	TOTAL SECONDAIRE
1951	40,085	35,384	23,833	18,300	8,827	1,127	133,556
1952	49,549	36,946	25,321	19,245	8,975	1,055	141,091
1953	51,288	39,468	26,252	19,685	9,818	1,038	147,549
1954	55,887	42,262	29,133	21,713	9,981	1,190	160,166
1955	61,911	45,251	31,489	23,846	10,799	1,266	174,562
1956	66,354	48,640	32,830	25,041	11,487	1,253	185,605
1957	72,063	53,654	37,177	26,769	12,547	1,315	203,525
1958	74,604	59,109	41,718	31,058	14,278	1,308	222,075
1959	76,598	60,829	45,552	34,792	16,267	3,538	237,576
1960	88,607	64,783	47,833	38,697	18,447	4,408	262,775
1961	100,988	76,290	52,681	42,266	21,482	5,470	299,177
1962	103,866	86,012	61,733	46,776	23,750	9,441	331,578
1963	103,526	90,817	70,302	55,731	26,262	17,572	364,210
1964	105,899	93,453	77,922	64,418	32,770	20,839	395,301
1965	110,997	96,299	80,710	67,282	37,692	25,758	418,738
1966	117,582	100,710	83,963	70,625	35,007	28,139	436,026
1967	124,067	108,789	88,988	76,214	36,472	30,206	463,736
1968	131,082	117,426	98,585	82,371	40,087	31,257	500,807
1969	135,420	122,181	105,836	90,956	43,569	32,717	530,679
1970[1]	153,826	139,961	116,116	98,837	48,173	-	556,913
1971	157,433	141,939	121,750	101,733	51,665	-	574,520
1972	162,781	143,459	125,417	100,644	50,712	-	583,013
1973	165,235	143,939	126,596	99,854	50,101	-	585,725
1974	161,775	145,651	127,541	103,609	54,141	-	589,650
1975	163,004	148,141	131,692	108,182	54,141	-	605,160
1976	162,319	148,633	135,241	111,349	55,513	-	613,055

[1] Depuis 1970, les effectifs des écoles secondaires sont répartis dans les grades selon une définition plus large du grade. On se réfère aux étudiants selon le nombre d'années passées à l'école après le jardin d'enfants ou les crédits ou cours qu'ils ont finis. En 1972, ceux qui avaient de 0-6 crédits étaient classés au grade 9, ceux qui avaient entre 7 et 13 crédits étaient au grade 10, ceux qui avaient entre 14 et 20 crédits au grade 11, ceux qui avaient de 21 à 26 crédits au grade 12. Les candidats inscrits à un cours d'honneur de diplôme secondaire étaient classés au grade 13.

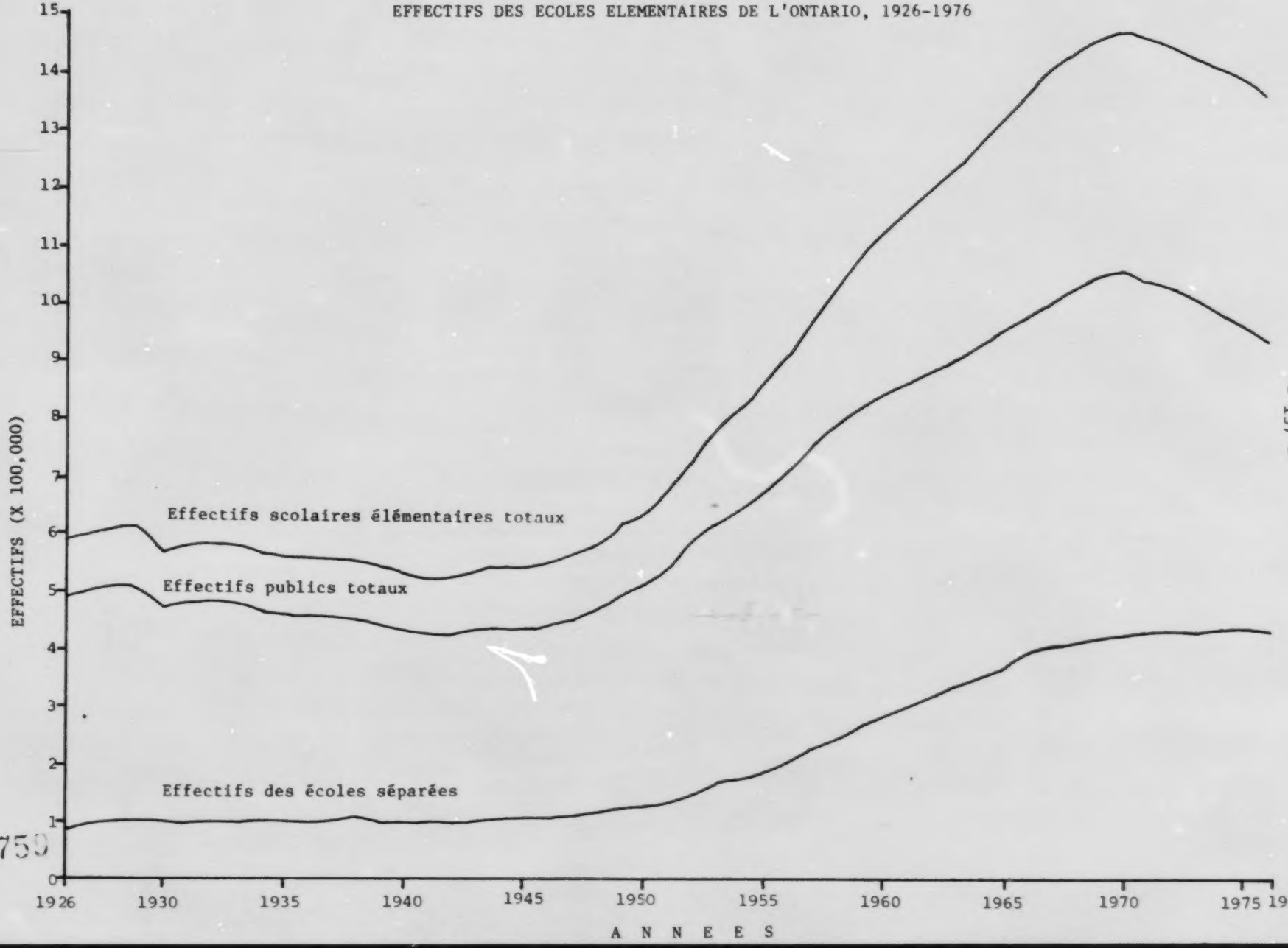
Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

757

758

FIGURE 3.1

EFFECTIFS DES ECOLES ELEMENTAIRES DE L'ONTARIO, 1926-1976

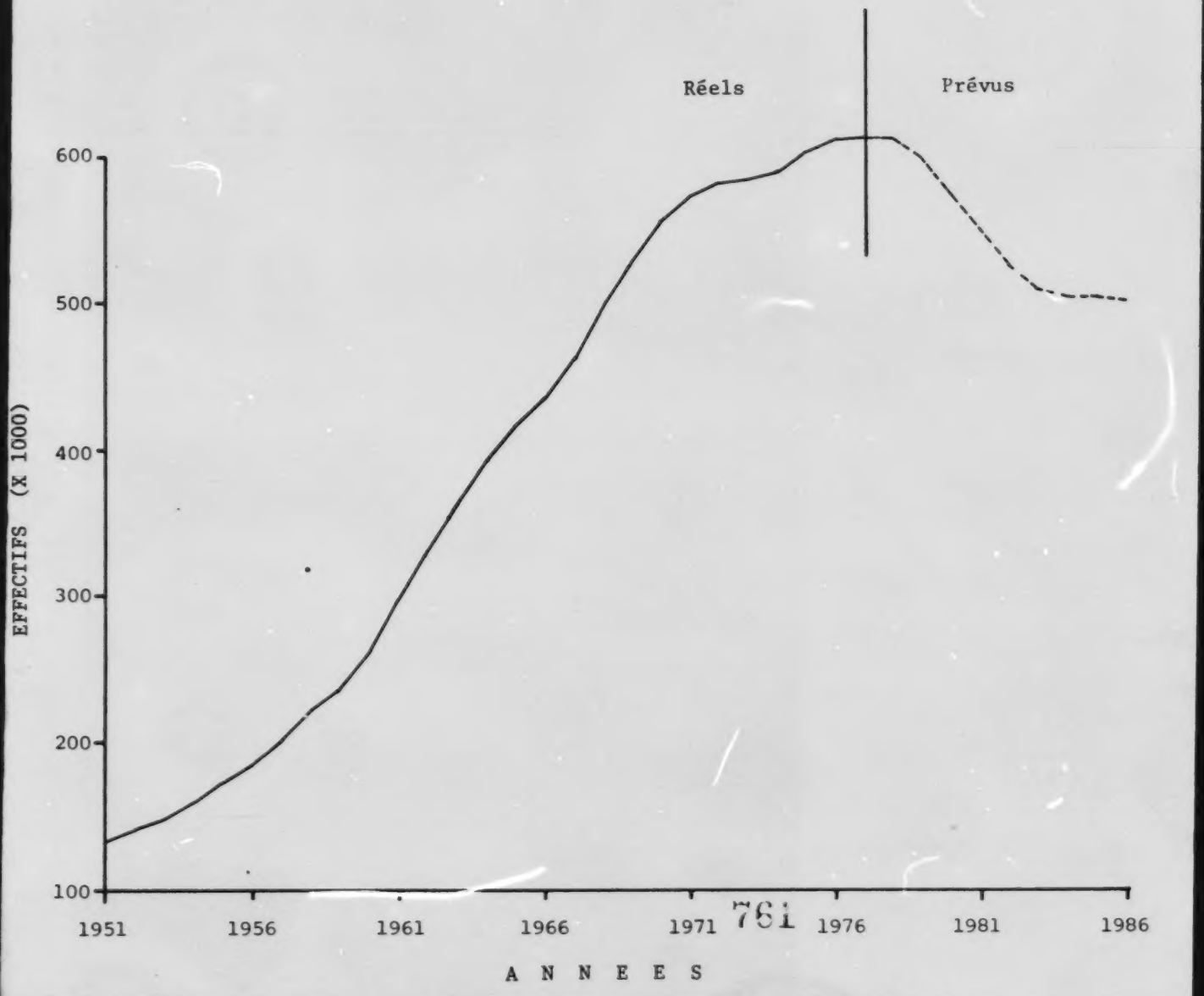


759

769

FIGURE 3.2

EFFECTIFS SCOLAIRES SECONDAIRES REELS ET PREVUS TOTAUX EN ONTARIO, 1951-86



l'idée acceptée de l'éducation secondaire pour tous, les courbes présentes des effectifs scolaires (comme nous le rappelle le docteur Zoltan Zsigmond dans les publications qu'il a faites pour Statistique Canada) sont parallèles aux courbes démographiques correspondantes, exception faite des grades secondaires plus avancés qui ne sont plus obligatoires (en théorie du moins) et où les taux de participation varient d'année en année (en fonction des conditions économiques qui règnent dans la province selon toute apparence).

Si nous disposions de prévisions démographiques adéquates, il serait chose relativement simple de calculer les perspectives d'effectifs scolaires totaux. Le calcul des perspectives par système scolaire, par grade ou par âge est déjà plus compliqué et le démographe passe à la technique cohorte-grade ou cohorte-âge. La technique peut se compliquer encore plus au niveau scolaire secondaire si l'on essaie aussi de faire des prévisions pour les sujets principaux, comme tente de le faire le groupe de recherche d'OISE (à l'aide d'un modèle informatique très complexe et sophistiqué).

Après ce passage en revue rapide du passé et du présent dans leurs grandes lignes, concentrons-nous sur la période allant de 1971 à 1976 pour les écoles primaires afin d'illustrer un des problèmes majeurs qui est, pour les éducateurs, de convaincre les politiciens (autres que ceux à qui le portefeuille de l'Education est familier) et l'homme de la rue que l'histoire de la baisse des effectifs est "une histoire vraie".

La principale source de difficultés réside dans le fait que la population totale de l'Ontario (voir la carte d'accroissement démographique à la figure 2.2) continue joyeusement sa route à une allure constante et assez respectable — comme pour le reste du Canada, avec les exceptions notables de l'Alberta et de la Colombie Britannique, où le rythme de croissance est plus élevé, et

du Québec où les choses semblent changer. Bien entendu, la croissance n'est pas uniforme dans tout l'Ontario. Certaines régions se développent à toute allure, tandis que d'autres (comme certaines des grandes villes et l'Ontario du Nord) ont vu leur population diminuer entre les recensements de 1971 et 1976. Mais avec des chiffres continuellement à la hausse, comment peut-on avoir des diminutions dans les écoles secondaires?

Le fait est que les écoles publiques ont été touchées par des baisses importantes mais ce n'était pas le cas pour les écoles séparées presque partout en Ontario entre 1971 et 1976 comme l'indiquent les cartes (voir figures 2.5 et 2.6). Certaines des régions mentionnées plus haut ont joui et jouissent encore, si l'on peut dire, d'augmentations appréciables dans les effectifs de leurs écoles primaires depuis 1971, notamment Peel, Dufferin et d'autres en Ontario central.

Mais même ces régions "fortunées" peuvent avoir leurs problèmes particuliers. Ainsi, le sud de Peel est en baisse alors que le nord de Peel est en expansion rapide; le nord de Simcoe est en expansion alors que le sud est en baisse. On se trouve alors en présence d'écoles vides d'une part et d'élèves ayant besoin de plus d'écoles d'autre part. (Nous n'avons jamais construit d'établissements scolaires portables -- rien que des salles de classe portables.) Les problèmes dépassent certaines limites géographiques d'autorité près de beaucoup de grandes villes, lorsque l'on trouve des salles de classe et des écoles vides dans le centre de la ville et des élèves ayant besoin d'espace au-delà des limites de la ville. La situation d'Ottawa-Carleton est un exemple classique d'un dilemme encore non résolu.

A cause de l'importance toute particulière des Franco-Ontariens en tant que groupe et vu l'intérêt particulier porté à leurs problèmes, des tableaux

et des graphiques-cartes spéciaux sont consacrés à leur population et à la répartition de leurs effectifs scolaires au primaire et au secondaire. Etant donné, peut-être, que leur taux de fécondité semble moins élevé qu'ailleurs dans la province, les diminutions se sont amorcées plus tôt et semblent être encore plus sérieuses aujourd'hui (tableaux 3.3 à 3.6 et figures 3.3 à 3.7).

Pour la période allant jusqu'en 1976, nous avons aussi inclus les meilleurs chiffres que nous ayons pu trouver pour les écoles privées, les écoles pour les enfants de militaires et des données sur les effectifs d'enfants de nos Indiens (tableaux 3.7 à 3.9). Les nombres étant réduits pour la plupart de ces groupes spéciaux, nous n'avons pas essayé de fournir de perspectives jusqu'en 1986 à ce stade. Nous avons cependant fait des prévisions jusqu'en 1986 pour les écoles de la communauté franco-ontarienne.

En plus des graphiques-cartes, les tableaux 3.10 à 3.15 donnent les effectifs totaux de 1971 à 1976 pour les conseils scolaires urbains et ceux de comtés, y compris l'Ontario du Nord. Ils présentent les données pour les secteurs public, séparé, primaire total et secondaire selon le cas.

Il vaut la peine de noter que les conseils scolaires primaires, à peu d'exceptions près, ont réussi jusqu'à présent à parer adéquatement aux baisses appréciables et semblent sûrs de pouvoir s'accommoder des difficultés moindres que leur réserve l'avenir. Ils l'ont bien prouvé jusqu'ici, bien qu'ils aient eu quelques mauvaises passes, des conflits, des réunions bruyantes et autres. Tout ceci est bien compréhensible, bien entendu, car nous sommes tellement habitués à voir l'école primaire comme un établissement local (où l'on peut se rendre à pied), que le moindre changement cause un grand trouble lorsqu'un centre-scolaire-communautaire est menacé.

TABLEAU 3.3

EFFECTIFS D'ECOLES PUBLIQUES DE LANGUE FRANCAISE EN ONTARIO
1966 A 1977

Année scolaire commençant en	Jardin d'enfants (Jr. & Sr.)	GRADES 1	2	3	4	5	6	7	8	9	10	Education spéciale	TOTAL
1966	269	257	248	294	252	250	254	304	253	-	-	74	2,455
1967	220	274	289	247	282	289	237	255	288	-	-	78	2,459
1968	237	245	272	258	239	266	271	261	230	-	-	57	2,336
1969	241	283	276	256	221	225	252	274	275	-	-	51	2,354
1970	214	248	260	229	250	235	216	253	256	-	-	75	2,236
1971	165	214	239	227	219	252	228	218	241	-	-	71	2,074
1972	165	174	212	226	225	213	254	227	207	-	-	58	2,961
1973	223	214	197	225	241	251	215	264	215	-	-	56	2,103
1974	343	314	267	226	285	244	257	234	246	-	-	-	2,418
1975	341	246	230	244	208	248	252	271	219	-	-	40	2,299
1976	358	258	232	215	228	205	237	260	253	-	-	43	2,289
1977	378	309	282	262	219	233	217	247	250	-	-	38	2,435

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

TABLEAU 3.4

EFFECTIFS DES ECOLES CATHOLIQUES-ROMAINES SEPAREES DE LANGUE FRANCAISE
1966 A 1977

ANNEE SCOLAIRE COMMENCANT EN	GRADES												
	JARDINS D'ENFANTS (JR. ET SR.)	1	2	3	4	5	6	7	8	9	10	EDUCATION SPECIALE	TOTAL
1966	8,920	11,314	10,228	9,927	9,754	9,266	8,782	8,277	7,431	2,960	2,787	1,125	90,771
1967	9,137	10,687	10,579	9,819	9,793	9,696	8,969	8,766	8,155	2,844	2,277	1,423	92,145
1968	8,965	10,376	9,965	10,252	9,549	9,505	9,197	8,697	8,175	916	735	1,526	87,858
1969	9,211	10,026	10,042	9,984	10,214	9,493	9,652	8,917	8,498	395	309	1,302	88,043
1970	8,625	9,850	9,709	9,912	9,791	9,952	9,429	9,357	8,878	137	147	2,202	87,989
1971	8,276	9,103	9,483	9,507	9,593	9,565	9,680	9,301	8,942	155	139	1,678	85,422
1972	9,518	7,536	8,735	9,208	9,194	9,363	9,232	9,393	8,777	149	143	2,030	83,278
1973	9,826	7,175	7,365	8,616	9,128	9,081	9,187	9,079	9,095	162	145	1,643	80,502
1974	10,817	6,975	7,044	7,365	8,650	9,171	9,101	9,439	8,879	194	129	-	77,764
1975	11,150	7,039	6,596	6,693	7,097	8,365	8,751	8,646	8,623	247	149	1,769	75,125
1976	11,075	7,065	6,654	6,549	6,561	7,051	8,136	8,564	8,205	387	192	1,861	72,300
1977	10,967	7,211	6,739	6,583	6,459	6,541	6,978	8,064	8,279	397	279	1,525	70,022

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

TABLEAU 3.5

EFFECTIFS DES ECOLES ELEMENTAIRES DE LANGUE FRANCAISE DE L'ONTARIO
1966 A 1977

Année scolaire commençant en	GRADES												
	Jardin d'enfants (Jr. & Sr.)	1	2	3	4	5	6	7	8	9	10	Education spéciale	TOTAL
1966	9,189	11,571	10,476	10,221	10,006	9,516	9,036	8,581	7,684	2,960	2,787	1,199	93,226
1967	9,357	10,961	10,868	10,066	10,075	9,985	9,206	9,021	8,443	2,844	2,277	1,501	94,604
1968	9,202	10,621	10,237	10,510	9,788	9,771	9,468	8,959	8,405	916	735	1,583	90,194
1969	9,452	10,309	10,318	10,240	10,435	9,718	9,904	9,191	8,773	395	309	1,353	90,397
1970	8,839	10,098	9,969	10,141	10,041	10,187	9,645	9,610	9,134	137	147	2,277	90,225
1971	8,441	9,317	9,722	9,734	9,812	9,817	9,908	9,519	9,183	155	139	1,749	87,496
1972	9,683	7,710	8,947	9,434	9,419	9,576	9,486	9,620	8,984	149	143	2,088	85,239
1973	10,049	7,389	7,562	8,841	9,369	9,332	9,402	9,343	9,310	164	145	1,699	82,605
1974	11,160	7,289	7,311	7,591	8,935	9,415	9,358	9,673	9,125	196	129	-	80,182
1975	11,491	7,285	6,826	6,937	7,305	8,613	9,003	8,917	8,842	247	149	1,809	77,424
1976	11,433	7,323	6,886	6,764	6,789	7,256	8,373	8,824	8,458	387	192	1,904	74,589
1977	11,345	7,520	7,021	6,845	6,678	6,774	7,195	8,311	8,529	397	279	1,563	72,457

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

TABLEAU 3.6

EFFECTIFS DES ECOLES SECONDAIRES DE LANGUE FRANCAISE DE L'ONTARIO
1969 - 1977

Année scolaire commençant en	GRADES 9	10	11	12	13	TOTAL
1969	7,181	5,832	4,082	3,325	1,170	21,590
1970	7,977	6,693	5,085	3,771	1,686	25,212
1971	8,770	7,326	5,608	4,449	1,665	28,018
1972	9,045	7,888	6,201	4,759	1,990	29,883
1973	8,807	7,788	6,679	5,033	1,936	30,243
1974	9,005	8,061	6,644	5,334	1,862	30,906
1975	8,704	8,300	6,874	5,612	1,902	31,392
1976	8,590	8,105	7,110	5,740	1,965	31,510
1977	8,209	7,823	6,852	5,898	1,841	30,623

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

FIGURE 3.3

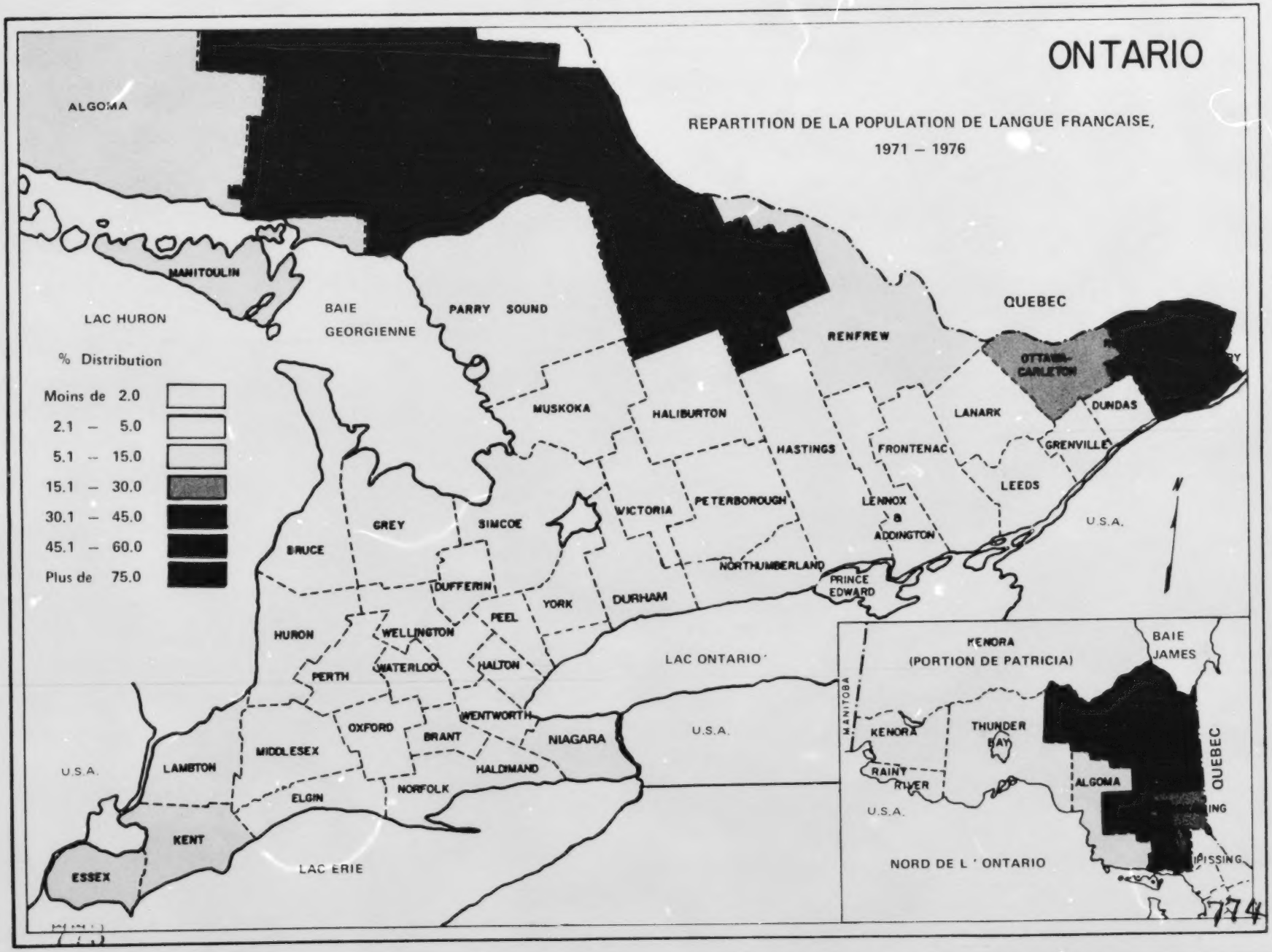

ONTARIO
REPARTITION DE LA POPULATION DE LANGUE FRANCAISE,
1971 – 1976
% Distribution
Moins de 2.0
2.1 – 5.0
5.1 – 15.0
15.1 – 30.0
30.1 – 45.0
45.1 – 60.0
Plus de 75.0
ALGOMA
MANITOULIN
LAC HURON
BAIE GEORGIENNE
PARRY SOUND
MUSKOKA
HALIBURTON
RENFREW
QUEBEC
OTTAWA-CARLETON
LANARK
DUNDAS
GRENVILLE
HASTINGS
FRONTENAC
LEEDS
LENNOX & ADDINGTON
PETERBOROUGH
VICTORIA
GREY
SIMCOE
BRUCE
DUFFERIN
YORK
DURHAM
PEEL
NORTHUMBERLAND
PRINCE EDWARD
U.S.A.
HURON
WELLINGTON
WATERLOO
HALTON
PERTH
OXFORD
BRANT
WENTWORTH
NIAGARA
MIDDLESEX
HALDIMAND
LAMBTON
ELGIN
NORFOLK
KENT
ESSEX
LAC ONTARIO
LAC ERIE
KENORA (PORTION DE PATRICIA)
BAIE JAMES
MANITOBA
KENORA
THUNDER BAY
RAINY RIVER
ALGOMA
QUEBEC
NORD DE L'ONTARIO

FIGURE 3.4

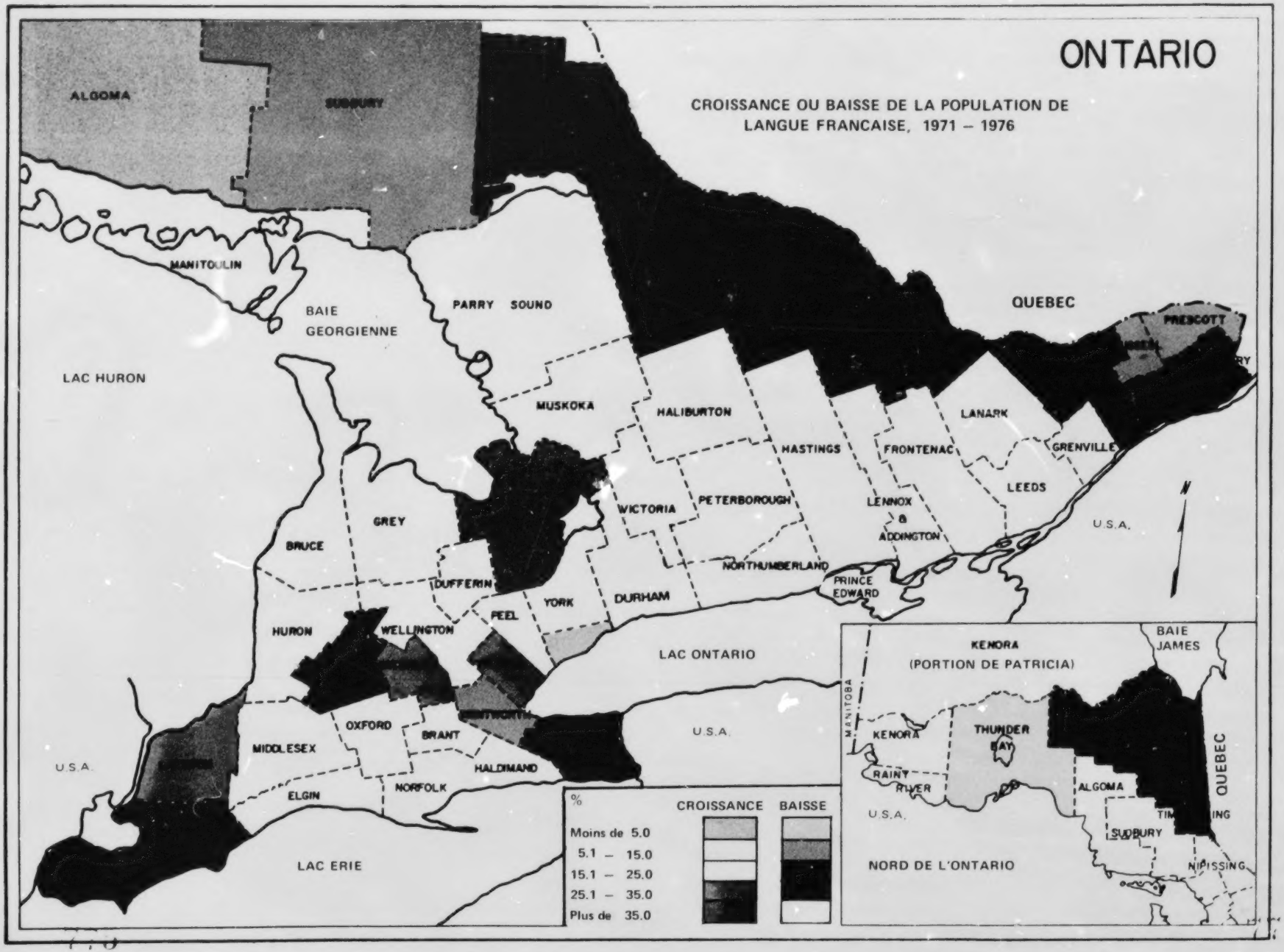

ONTARIO
CROISSANCE OU BAISSE DE LA POPULATION DE LANGUE FRANCAISE, 1971 – 1976
ALGOMA
SUDBURY
MANITOULIN
BAIE GEORGIENNE
PARRY SOUND
QUEBEC
PRESCOTT
LAC HURON
MUSKOKA
HALIBURTON
HASTINGS
FRONTENAC
LANARK
GRENVILLE
LEEDS
VICTORIA
PETERBOROUGH
LENNOX & ADDINGTON
U.S.A.
GREY
BRUCE
DUFFERIN
NORTHUMBERLAND
PRINCE EDWARD
YORK
DURHAM
PEEL
HURON
WELLINGTON
LAC ONTARIO
KENORA (PORTION DE PATRICIA)
BAIE JAMES
MANITOBA
OXFORD
BRANT
MIDDLESEX
HALDIMAND
NORFOLK
ELGIN
KENORA
THUNDER BAY
RAINY RIVER
ALGOMA
QUEBEC
SUDBURY
NIPISSING
LAC ERIE
NORD DE L'ONTARIO
%
CROISSANCE
BAISSE
Moins de 5.0
5.1 – 15.0
15.1 – 25.0
25.1 – 35.0
Plus de 35.0

FIGURE 3.5

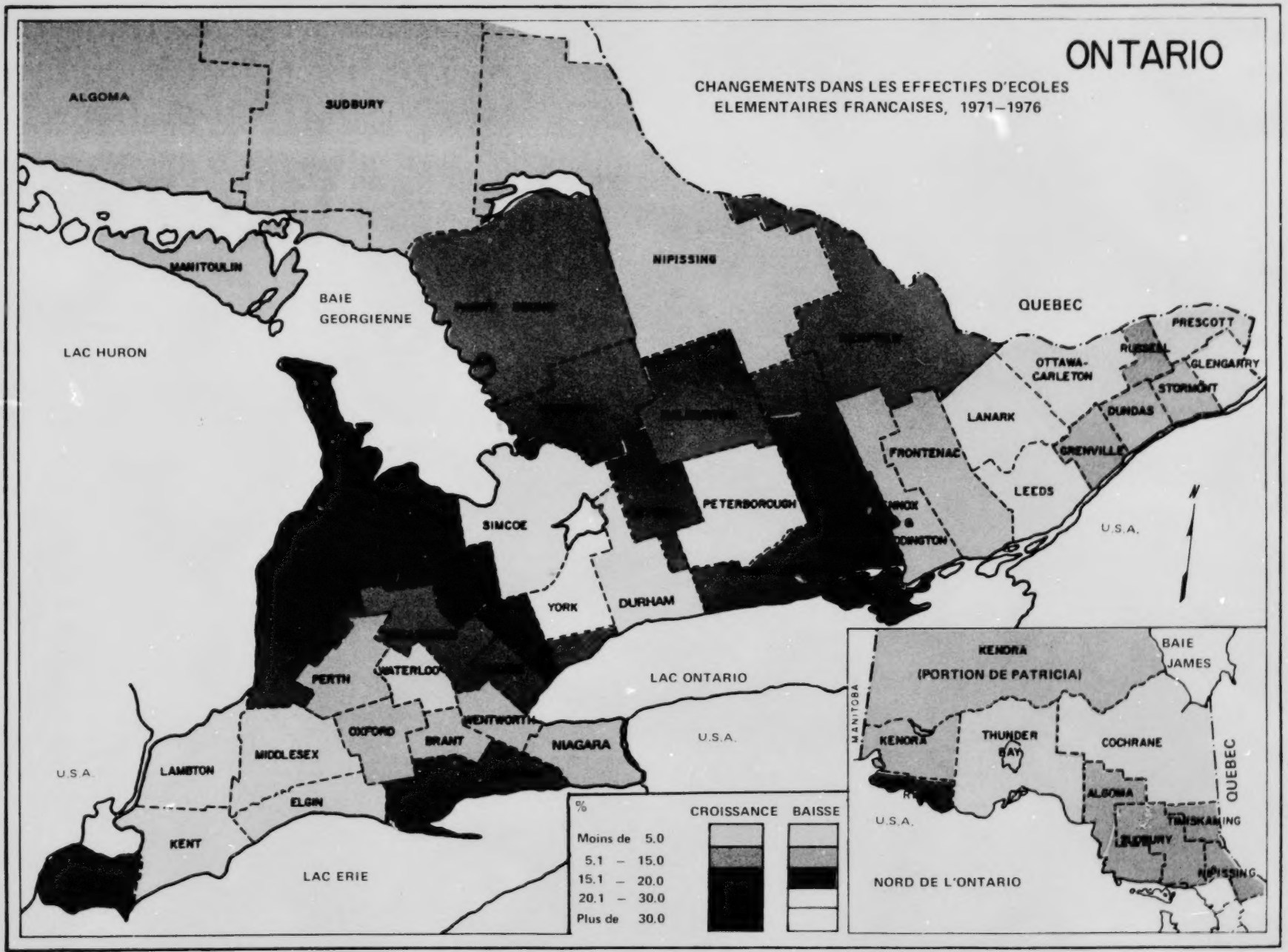

ONTARIO
CHANGEMENTS DANS LES EFFECTIFS D'ECOLES
ELEMENTAIRES FRANCAISES, 1971–1976
ALGOMA
SUDBURY
MANITOULIN
BAIE
GEORGIENNE
LAC HURON
NIPISSING
QUEBEC
PRESCOTT
RUSSELL
GLENGARRY
OTTAWA-
CARLETON
STORMONT
DUNDAS
LANARK
GRENVILLE
FRONTENAC
LEEDS
PETERBOROUGH
SIMCOE
YORK
DURHAM
U.S.A.
PERTH
WATERLOO
WENTWORTH
OXFORD
BRANT
NIAGARA
MIDDLESEX
LAMBTON
ELGIN
KENT
LAC ONTARIO
LAC ERIE
U.S.A.
U.S.A.
%
CROISSANCE
BAISSE
Moins de 5.0
5.1 – 15.0
15.1 – 20.0
20.1 – 30.0
Plus de 30.0
KENORA
(PORTION DE PATRICIA)
BAIE
JAMES
MANITOBA
KENORA
THUNDER
BAY
COCHRANE
ALGOMA
TIMISKAMING
SUDBURY
NIPISSING
QUEBEC
U.S.A.
NORD DE L'ONTARIO

FIGURE 3.6

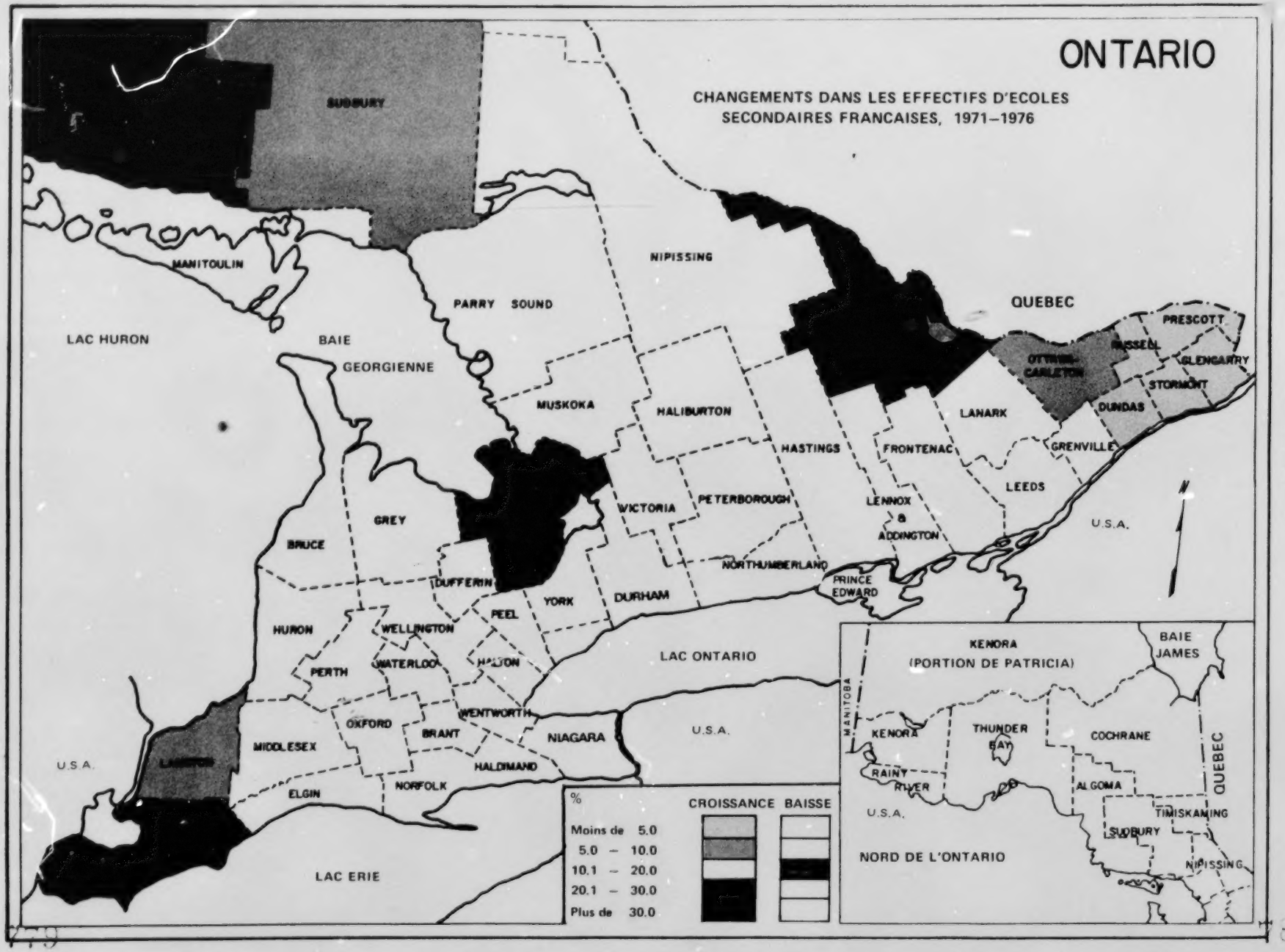

ONTARIO
CHANGEMENTS DANS LES EFFECTIFS D'ECOLES SECONDAIRES FRANCAISES, 1971–1976
SUDBURY
MANITOULIN
NIPISSING
PARRY SOUND
QUEBEC
PRESCOTT
RUSSELL
OTTAWA-CARLETON
GLENGARRY
STORMONT
DUNDAS
LANARK
GRENVILLE
LEEDS
FRONTENAC
HASTINGS
LENNOX & ADDINGTON
PRINCE EDWARD
NORTHUMBERLAND
PETERBOROUGH
VICTORIA
HALIBURTON
MUSKOKA
LAC HURON
BAIE GEORGIENNE
GREY
BRUCE
DUFFERIN
YORK
DURHAM
PEEL
HALTON
WELLINGTON
HURON
WATERLOO
PERTH
OXFORD
WENTWORTH
BRANT
NIAGARA
MIDDLESEX
HALDIMAND
NORFOLK
ELGIN
LAC ONTARIO
LAC ERIE
U.S.A.
U.S.A.
U.S.A.
%
CROISSANCE
BAISSE
Moins de 5.0
5.0 – 10.0
10.1 – 20.0
20.1 – 30.0
Plus de 30.0
KENORA (PORTION DE PATRICIA)
BAIE JAMES
MANITOBA
KENORA
THUNDER BAY
COCHRANE
RAINY RIVER
ALGOMA
TIMISKAMING
SUDBURY
NIPISSING
QUEBEC
U.S.A.
NORD DE L'ONTARIO

FIGURE 3.7

ONTARIO: EFFECTIFS D'ECOLES POUR ENFANTS DE LANGUE FRANCAISE

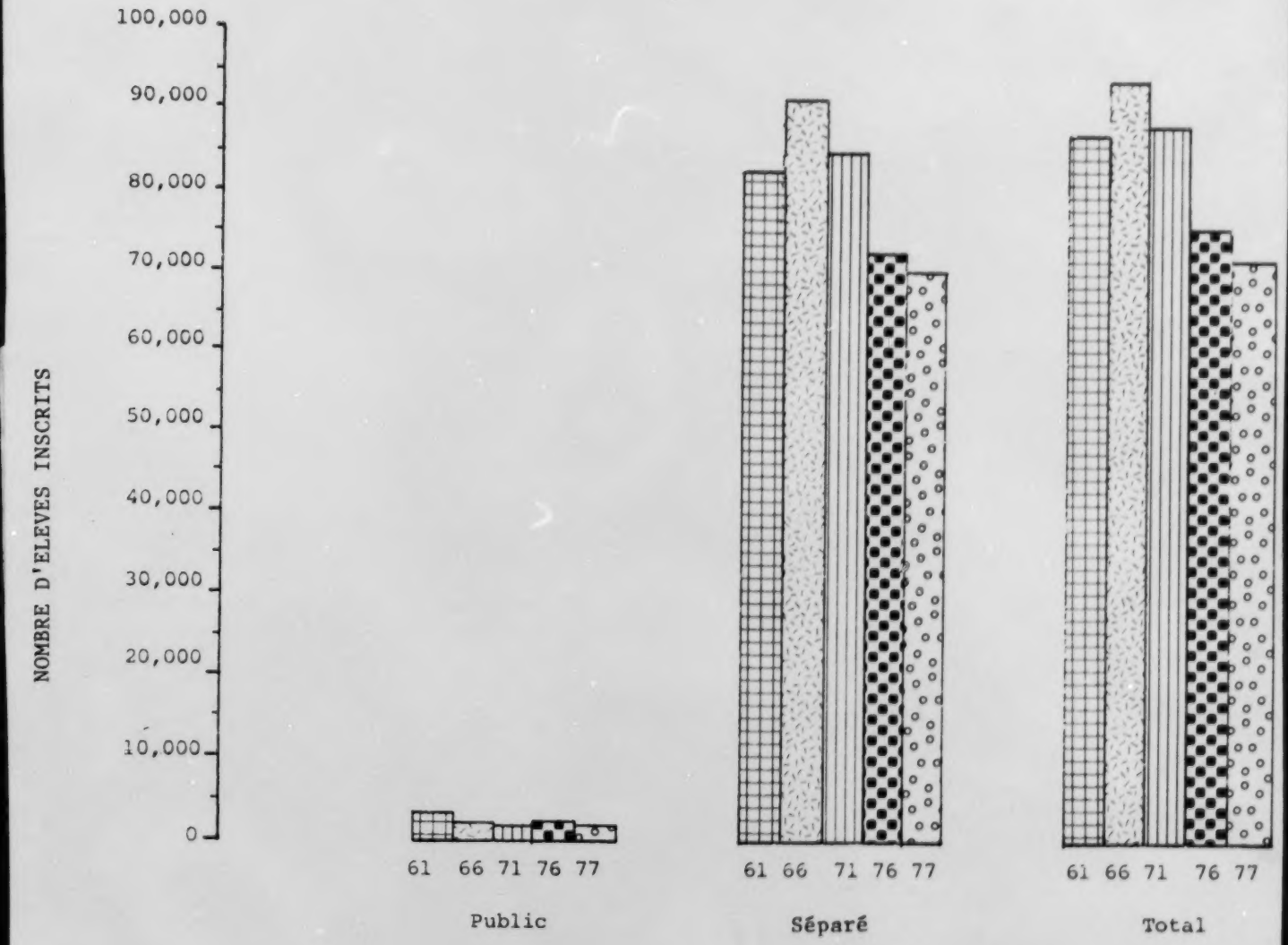


TABLEAU 3.7

EFFECTIFS DES ECOLES PRIVEES EN ONTARIO, 1926-1976

ANNEE SCOLAIRE COMMENCANT EN	GRADES																TOTAL
	POUPONNIERE OU J. D'E. JUNIOR	KINDER-GARTEN	1	2	3	4	5	6	7	8	9	10	11	12	13	AUXIL.	
1926	-	43	167	142	113	142	197	220	258	359	785	644	701	472	-	307	4,550
1927	-	72	191	150	155	216	291	290	326	424	667	582	674	392	-	322	4,752
1928	-	65	195	178	166	233	259	281	281	394	630	540	597	346	-	280	4,445
1929	-	43	104	142	92	123	202	163	263	317	589	542	674	344	-	209	3,807
1930	-	178	426	343	360	428	369	361	366	444	911	795	817	501	-	523	6,822
					ELEMENTAIRE								SECONDAIRE				
* 1931					4,310								6,093			793	11,196
* 1932					4,337								5,846			1,523	11,706
* 1933					4,233								6,262			747	11,242
* 1934					4,260								6,262			1,041	11,563
* 1935					3,804								6,242			1,186	11,232
* 1936					4,215								6,627			967	11,809
* 1938					3,234								7,915			1,148	12,297
* 1940					3,042								9,413			1,060	13,515
* 1942					3,303								10,087			1,023	14,413
* 1944					3,852								9,612			1,503	14,967
* 1946					3,877								11,752			707	16,336
1947	214	378	598	492	485	538	584	624	756	826	2,344	2,240	2,203	2,120	1,381	803	16,586
1949	178	394	588	567	551	474	675	676	718	1,078	2,932	2,589	2,719	2,536	1,270	878	18,823
1951	150	561	516	488	499	610	596	620	653	819	2,950	2,667	2,726	2,441	1,560	717	18,573
1953	125	509	594	527	446	525	718	673	774	765	2,595	2,338	2,916	2,403	1,438	491	17,837
1955	113	390	498	498	494	511	554	665	732	848	3,380	2,881	3,312	3,002	1,626	646	20,150 **
1957	98	494	398	382	361	502	467	539	674	834	4,037	3,444	4,550	3,788	1,655	653	22,876
1958	125	491	419	383	370	498	424	555	703	859	3,875	3,493	4,796	4,105	1,828	818	23,742
1959	140	409	371	355	383	446	428	528	809	964	4,226	3,710	5,438	4,545	1,871	693	25,316
1960	157	508	372	363	370	423	403	496	810	963	4,276	3,709	5,596	4,885	2,193	651	26,175
1961	398	485	492	503	514	427	640	502	758	944	4,752	3,921	5,593	4,947	2,173	777	27,826
1962	331	535	487	510	562	484	631	608	795	973	5,285	4,692	7,455	5,821	2,529	760	32,458
1963	-	1,045	1,602	1,445	1,542	1,332	1,359	1,282	1,437	1,497	5,179	4,567	9,445	7,973	3,130	574	43,409
1964	-	610	1,699	1,655	1,489	1,603	1,506	1,430	1,629	1,520	4,487	4,004	9,223	8,133	3,801	843	43,632
1965	-	45	1,745	1,781	1,690	1,527	1,774	1,614	1,723	1,732	4,093	3,671	9,134	7,922	4,149	626	43,226
1966	992	934	2,041	1,799	1,823	1,683	1,669	1,787	1,830	1,742	4,606	4,016	8,646	7,859	3,956	689	46,072
1967	1,169	940	1,994	2,018	1,806	1,826	1,812	1,711	1,950	1,920	2,524	2,280	8,538	7,894	4,136	468	42,986
1968	1,168	971	2,078	1,932	1,942	1,790	1,851	1,829	1,891	2,028	2,146	2,038	8.077	6,998	4,264	601	41,604
1969	1,532	997	2,128	2,036	1,961	2,000	1,907	1,896	2,053	1,968	2,081	2,018	7,747	7,185	4,629	519	42,657
1970	1,462	1,017	2,224	2,126	2,139	2,060	2,163	2,046	2,308	2,188	1,982	1,896	7,703	6,927	4,778	1,097	44,116
1971	1,629	1,056	2,075	2,214	2,229	2,160	2,207	2,296	2,421	2,354	2,026	1,826	7,015	6,853	4,972	616	43,949
1972	1,487	1,010	2,071	2,062	2,221	2,250	2,277	2,360	2,572	2,480	2,229	1,875	7,406	6,896	4,897	733	44,826
1973	1,652	1,178	2,123	2,120	2,195	2,379	2,429	2,487	2,734	2,734	2,166	2,070	8,232	7,364	5,072	556	47,500
1974	2,183	1,536	2,238	2,207	2,251	2,348	2,622	2,632	2,901	2,826	2,497	2,240	9,153	7,939	5,322	545	51,440
1975	2,021	1,668	2,611	2,311	2,361	2,342	2,638	2,796	3,066	2,952	2,581	2,467	9,982	8,807	5,856	181	54,640
1976	2,027	1,808	2,656	2,577	2,386	2,398	2,582	2,759	3,254	3,109	2,800	2,580	11,591	9,593	6,379	180	58,679

Sources: Pour les années 1926-1936, Bureau des Statistiques du Dominion, Division de l'éducation, Enquête annuelle (1925-36), (Ottawa, Imprimerie de la Reine). Pour les années 1938-47, Bureau des Statistiques du Dominion, Division de l'éducation, Enquête sur l'enseignement élémentaire et secondaire, Catalogue 81-401 (Ottawa, Imprimerie de la Reine). Pour les années 1949-62, Ibid., Catalogue 81-210. Pour les années 1966-67, Ibid., Catalogue 81-215. Pour les années 1963-65, 1968-76, Rapports du Ministère de l'éducation (Ontario).

782

783

* Pas d'effectifs par grade. Chiffres pour les classes élémentaires, secondaires, et auxiliaires respectivement.

** Mal imprimé à l'original (20,155).

TABLEAU 3.8

EFFECTIFS DES ECOLES DES TERRITOIRES DE LA COURONNE EN ONTARIO, 1967-1976

ANNEE SCOLAIRE COMMENCANT EN	JARDINS D'ENFANTS JUNIOR	J.D'E.	GR. 1	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8	GR. 9	GR. 10	GR. 11	GR. 12	GR. 13	AUX.*	TOTAL
1967	-	1,353	1,475	1,418	1,472	1,[illegible]9	1,388	1,304	1,193	1,015	-	-	-	-	-	172	12,169
1968	-	1,286	1,387	1,432	1,354	1,402	1,275	1,324	1,222	1,112	-	-	-	-	-	229	12,023
1969	-	1,050	1,253	1,221	1,254	1,150	1,260	1,140	1,135	1,064	399	327	264	189	77	182	11,965
1970	-	862	1,103	1,143	1,188	1,105	1,098	1,105	1,091	1,001	384	351	255	228	93	153	11,160
1971	-	771	824	1,007	1,056	1,094	1,072	973	988	917	353	373	299	210	102	185	10,224
1972	-	562	724	658	775	862	861	830	785	748	370	316	297	215	83	147	8,233
1973	395	611	600	685	730	774	889	863	865	764	305	287	224	217	98	122	8,429
1974	443	557	628	610	653	685	765	822	812	778	277	282	231	160	75	-	7,778
1975	472	546	551	586	577	570	665	719	762	725	343	266	225	182	77	94	7,360
1976	434	554	575	545	569	560	534	636	655	700	301	301	222	181	74	100	6,941

Sources: Pour les grades Jardins d'enfants junior-8, et les classes auxilliaires, Ministère de l'Education, Effectifs des écoles publiques (1967-76) (Ontario)
Pour les grades 9-13, Ministère de l'Education, Effectifs des écoles secondaires (1969-76) (Ontario)

* Classes élémentaires seulement

TABLEAU 3.9
EFFECTIFS INDIENS DES ECOLES DE L'ONTARIO (1926-1976)

ANNEE SCOLAIRE COMMENCANT	JARDIN D'ENFANTS	GR.1	GR.2		GR.3	GR.4	GR.5	GR.6		GR.7	GR.8	GR.9	GR.10	GR.11	GR.12	GR.13	AUXILIAIRE	TOTAL
				(Garçons)					(Filles)									
1926 *				1,911					1,919									3,830
1927 *				1,325					1,264									2,589
1928 *				1,875					1,958									3,833
1929 *				1,933					1,965									3,897
1930 *				2,024					2,081									4,105
1931 *				2,110					2,186									4,296
1932 *				2,200					2,264									4,464
1933 *				2,273					2,252									4,525
1934 *				2,241					2,283									4,524
1935 *				2,287					2,314									4,601
1936	-	1,686	699		549	542	473	310		211	160	34	-	-	-	-	-	4,664
1938	-	1,620	715		502	532	431	382		236	202	11	-	-	-	-	-	4,631
1940	-	1,613	751		580	452	439	328		265	205	34	-	-	-	-	-	4,667
1942	-	1,253	706		584	506	413	312		231	202	48	-	-	-	-	-	4,255
1944	-	1,146	612		592	536	357	324		206	184	47	-	-	-	-	-	4,004
1946	-	1,552	603		578	508	438	332		214	174	27	-	-	-	-	-	4,426
1948	-	1,396	775		653	566	491	333		272	227	93	-	-	-	-	-	4,806
1949	-	1,708	744		741	585	534	417		262	261	91	21	26	8	-	-	5,398
1951	-	1,813	899		735	642	562	473		363	288	109	43	16	20	-	-	5,963
1953	-	1,884	1,003		914	695	626	531		398	332	82	64	18	9	-	-	6,566
1955	-	2,029	1,019		861	772	593	539		405	330	105	63	45	31	-	-	6,792
1957	299	1,573	1,169		1,093	934	877	662		518	378	242	118	79	59	9	-	8,009
1958	688	1,217	1,071		985	882	743	625		469	296	62	29	11	7	-	-	7,085
1959	500	1,257	1,087		1,024	899	823	652		477	328	71	27	-	-	-	-	7,145
1960	607	1,376	1,139		1,061	904	772	707		473	352	73	19	-	-	-	-	7,483
1961	770	1,090	1,092		912	830	701	568		500	356	42	9	-	-	-	16	6,886
1962	789	1,166	1,086		1,010	795	728	574		405	348	27	25	-	-	-	-	6,953
1963	791	1,095	1,123		995	823	636	536		432	287	28	24	19	-	-	26	6,815
1964	754	1,068	1,063		971	801	688	531		421	343	31	22	11	-	-	71	6,775
1965	712	1,076	987		956	825	653	506		394	313	19	15	13	-	-	103	6,572
1966	570	1,132	1,012		896	814	638	561		385	316	28	13	10	-	-	120	6,495
1967	788	1,190	996		940	754	667	569		421	316	23	1	1	-	-	86	6,752
1968	794	1,164	1,004		917	743	657	595		460	346	1	-	-	-	-	109	6,790
1969	835	1,067	945		848	761	656	560		475	368	-	-	-	-	-	90	6,605
1970	810	1,023	883		829	729	670	710		496	258	5	-	-	-	-	41	6,454
1971	939	1,055	1,025		874	798	721	695		540	413	27	-	-	-	-	70	7,157
1972	993	972	870		840	798	771	705		540	486	42	19	-	-	-	70	7,106
1973	1,193	887	867		832	740	688	712		567	509	40	16	-	-	-	98	7,149
1974	1,292	905	821		845	826	751	720		640	505	62	28	6	-	-	64	7,465
1975	1,206	905	849		803	782	770	713		640	579	64	24	-	-	-	56	7,391
1976	1,200	940	845		825	740	725	730		625	575	75	27	-	-	-	55	7,362

Source: Pour les années 1926-36, Bureau de Statistiques du Dominion, division de l'Education, Enquête annuelle, 1926-36 (Imprimerie de la Reine, Ottawa).
Pour les années 1938-48, Bureau de Statistiques du Dominion, division de l'Education, Enquête sur l'éducation élémentaire et secondaire, Catalogue No. 81-40 (Imprimerie de la Reine, Ottawa). Pour les années 1949-1960 Ibid., Catalogue No. 81-210. Pour les années 1961-69, Ibid., Catalogue No. 81-201. Pour les années 1970, Information du Ministère des Affaires Indiennes et du Développement du Nord, Statistiques Indiennes (Ottawa 1973).

* Pas d'effectifs par grade. Chiffres pour les garçons et les filles respectivement.

TABLEAU 3.10

EFFECTIFS PASSES ET PREVUS DANS LES ECOLES ELEMENTAIRES* PAR COMTES ET DISTRICTS, 1971-1986

COMTE/DISTRICT	REELS		PREVUS		CHANGEMENTS EN NOMBRE ET EN POURCENTAGE							
					1971-1976		1971-1981		1971-1986		1976-1986	
	1971	1976	1981	1986	NO.	%	NO.	%	NO.	%	NO.	%
1. ALGOMA	14290	11938	9901	9749	- 2352	-16.46	- 4389	-30.71	- 4541	-31.78	- 2189	-18.34
2. BRANT	11975	10923	9853	9924	- 1052	- 8.78	- 2122	-17.72	- 2051	-17.13	- 999	- 9.15
3. BRUCE	6900	7197	7886	9653	297	4.30	986	14.29	2753	39.90	2456	34.13
4. CARLETON [1]	20177	21320	22299	25464	1143	5.66	2122	10.52	5287	26.20	4144	19.44
5. COCHRANE	6327	5938	5816	5330	- 389	- 6.15	- 511	- 8.08	- 997	-15.76	- 608	-10.24
6. DUFFERIN	3669	4271	5193	6789	602	16.41	1524	41.54	3120	85.04	2518	58.96
7. ELGIN	8899	8668	8295	8611	- 231	- 2.60	- 604	- 6.79	- 288	- 3.24	- 57	- 0.66
8. ESSEX [2]	10045	9622	9187	9023	- 423	- 4.21	- 858	- 8.54	- 1022	-10.17	- 599	- 6.23
9. FRONTENAC	12391	10440	8741	8424	- 1951	-15.75	- 3650	-29.46	- 3967	-32.02	- 2016	-19.31
10. GREY	10000	9343	8957	9391	- 657	- 6.57	1043	-10.43	- 609	- 6.09	48	0.51
11. HALDIMAND-NORFOLK	12225	10454	9001	8768	- 1771	-14.49	- 3224	-26.37	- 3457	-28.28	- 1686	-16.13
12. HALIBURTON	1600	1498	1563	1801	- 102	- 6.38	- 37	- 2.31	201	12.56	303	20.23
13. HALTON	29599	28099	27135	28734	- 1500	- 5.07	- 2464	- 8.32	- 685	- 2.92	635	2.26
14. HASTINGS	14019	12006	11455	11659	- 2013	-14.36	- 2564	-18.29	- 2160	-15.41	- 147	- 1.22
15. HURON	7752	6830	6474	7388	- 922	-11.89	- 1278	-16.49	- 364	- 4.70	558	8.17
16. KENORA	7366	6337	5774	5530	- 1029	-13.97	- 1592	-21.61	- 1836	-24.93	- 807	-12.73
17. KENT	12580	10787	10094	9447	- 1793	-14.25	- 2486	-19.76	- 3133	-24.90	- 1340	-12.42
18. LAMBTON	15258	13068	12663	13407	- 2190	-14.35	- 2595	-17.01	- 1851	-12.13	339	2.59
19. LANARK	5359	4850	4473	4348	- 509	- 9.50	- 886	-16.53	- 1011	-18.87	- 502	-10.35
20. LEEDS & GRENVILLE	10689	9472	8425	8457	- 1217	-11.39	- 2264	-21.18	- 2232	-20.88	- 1015	-10.72
21. LENNOX & ADDINGTON	4919	4911	5076	5552	- 8	- 0.16	157	3.19	633	12.87	641	13.05
22. NIAGARA REGION	42526	37454	32377	29587	- 5072	-11.93	-10149	-23.87	-12939	-30.43	- 7867	-21.00
23. MANITOULIN	1307	1085	919	907	- 222	-17.0	- 388	-29.69	- 400	-30.60	- 178	-16.41
24. MIDDLESEX [3]	8641	7535	6956	7126	- 1106	-12.80	- 1685	-19.50	- 1515	-17.53	- 409	- 5.43
25. MUSKOKA	5203	4775	4773	5809	428	- 8.23	- 430	- 8.26	606	11.65	1034	21.65
26. NIPISSING	6797	5977	5106	5136	- 820	-12.06	- 1691	-24.88	- 1661	-24.44	- 841	-14.07
27. OXFORD	11698	10132	9222	9656	- 1566	-13.39	- 2476	-21.17	- 2042	-17.46	- 476	- 4.70
28. PARRY SOUND	5416	4815	4099	4220	- 601	-11.10	- 1317	-24.32	- 1196	-22.08	- 595	-12.36
29. PEEL	41279	46270	51623	62215	4991	12.09	10344	25.06	20930	50.72	15945	34.46
30. PERTH	8925	7826	7223	7522	- 1099	-12.31	- 1702	-19.07	- 1403	-15.72	- 304	- 3.88
31. PETERBOROUGH	11475	11022	9938	10301	- 953	- 7.96	- 2037	-17.01	1674	-13.98	- 721	- 6.54
32. PRESCOTT & RUSSELL	920	1118	1373	1585	198	21.52	453	49.24	- 665	72.28	467	41.77
33. PRINCE EDWARD	3480	2912	2494	2712	- 568	-16.32	- 986	-28.33	- 768	-22.07	- 200	- 6.87
34. RAINY RIVER	3585	2981	2762	2587	- 604	-16.85	- 823	-22.96	- 998	-27.84	- 394	-13.22
35. RENFREW	8780	7201	5951	5635	- 1579	-17.98	- 2829	-32.22	- 3145	-35.82	- 1566	-21.75
36. SIMCOE	24798	25022	27131	31494	224	0.90	2333	9.41	6696	27.00	6472	25.87
37. STORMONT, DUNDAS & GLENGARRY	7910	6694	5335	5140	- 1216	-15.37	- 2575	-32.55	- 2770	-35.02	- 1554	-23.21
38. SUDBURY	16707	13219	10955	9198	- 3488	-20.88	- 5752	-34.43	- 7509	-44.95	- 4021	-30.42
39. THUNDER BAY	16783	13887	12644	12035	- 2896	-17.26	- 4139	-24.66	- 4748	-28.29	- 1852	-13.34
40. TIMISKAMING	4996	3883	3347	3082	- 1113	-22.28	- 1649	-33.01	- 1914	-38.31	- 801	-20.63
41. VICTORIA	5592	5557	5894	7569	- 35	- 0.63	302	5.40	1977	35.35	2012	36.21
42. WATERLOO	28701	28832	28940	29256	131	0.46	239	0.83	555	1.93	424	1.47
43. WELLINGTON	14125	13605	13203	13644	- 520	- 3.68	- 922	- 6.53	- 481	- 3.41	39	0.29
44. WENTWORTH	13950	11594	9882	9731	- 2356	-16.89	- 4068	-29.16	- 4219	-30.24	- 1863	-16.07
45. YORK	27315	25439	25740	28663	- 1876	- 6.87	- 1575	- 5.77	1348	4.94	3224	12.67
46. PROVINCE DE L'ONTARIO												
47. HAMILTON	30566	25961	21198	19474	- 4605	-15.07	- 9368	-30.65	-11092	-36.29	- 6487	-24.99
48. LONDON	27932	24378	21679	20146	- 3554	-12.72	- 6253	-22.39	- 7786	-27.87	- 4232	-17.36
49. OTTAWA	21668	17138	13202	10561	- 4530	-20.91	- 8466	-39.07	-11107	-51.26	- 6577	-38.38
50. TORONTO METRO	231749	191022	153908	134677	-40727	-17.57	-77841	-33.59	-97075	-41.89	-56345	-29.50
51. WINDSOR	16527	13925	11782	10542	- 2602	-15.74	- 4745	-28.71	- 5985	-36.21	- 3383	-24.29

[1] Excluant Ottawa

[2] Excluant Windsor

[3] Excluant London

* Excluant jardins d'enfants

Source: Rapports annuels du Ministère de l'éducation

TABLEAU 3.11

CHANGEMENTS D'EFFECTIFS PASSES ET PREVUS DANS LES ECOLES SEPAREES CR
PAR COMTE ET DISTRICT, 1971-1986

COMTE/DISTRICT	Passés		Prévus		1971-1976		1971-1981		1971-1986		1976-1986	
	1971	1976	1981	1986	No.	%	No.	%	No.	%	No.	%
1. ALGOMA	10571	9184	7774	7623	-1387	-13.12	-2797	-26.46	-2948	-27.89	-1561	-17.00
2. BRANT	3430	3152	3039	3140	- 278	- 8.10	- 391	-11.40	- 290	- 8.45	- 12	- 0.38
3. BRUCE	1821	1909	2252	2818	88	4.83	431	23.67	997	54.75	909	47.62
4. CARLETON[1]	10482	12870	14174	16204	2388	22.78	3692	35.22	5722	54.59	3334	25.91
5. COCHRANE	12816	10390	8796	7987	-2426	-18.93	-4020	-31.37	-4829	-37.68	-2403	-23.13
6. DUFFERIN	215	331	540	735	116	53.95	325	151.16	520	241.86	404	122.05
7. ELGIN	1676	1501	1215	1227	- 175	-10.44	- 461	-27.51	- 449	-26.79	- 274	-18.25
8. ESSEX[2]	9278	9351	9038	8878	73	0.79	- 240	- 2.59	- 400	- 4.31	- 473	- 5.06
9. FRONTENAC	3220	3085	2725	2622	- 135	- 4.19	- 495	-15.37	- 598	-18.57	- 463	-15.01
10. GREY	834	842	914	986	8	0.96	100	11.99	152	18.23	144	17.10
11. HALDIMAND-NORFOLK	2534	2441	2307	2226	- 93	- 3.67	- 227	- 8.96	- 308	-12.15	- 215	- 8.81
12. HALTON	7181	7454	7662	8131	273	3.80	481	6.70	950	13.23	677	9.08
13. HASTINGS	3565	3330	3051	3166	- 235	- 6.59	- 514	-14.42	- 399	-11.19	- 164	- 4.92
14. HURON	1441	1345	1426	1610	- 96	- 6.66	- 15	- 1.04	- 169	-11.73	265	19.70
15. KENORA	1671	1490	1205	1095	- 181	-10.83	- 466	-27.89	- 576	-34.47	- 395	-26.51
16. KENT	5391	5076	4509	4299	- 315	- 5.84	- 882	-16.36	-1092	-20.26	- 777	-15.31
17. LAMBTON	4743	4579	4984	5414	- 164	- 3.46	241	5.08	671	14.15	835	18.24
18. LANARK	1397	1175	1054	1018	- 222	-15.89	- 343	-24.55	- 379	-27.13	- 157	-13.36
19. LEEDS & GRENVILLE	1794	1531	1283	1268	- 263	-14.66	- 511	-28.48	- 526	-29.32	- 263	-17.18
20. LENNOX/ADDINGTON	492	671	686	753	179	36.38	194	39.43	261	53.05	82	12.22
21. NIAGARA	19029	17177	15085	14018	-1852	- 9.73	-3944	-20.73	-5011	-26.33	-3159	-18.39
22. MANITOULIN	131	94	96	96	- 37	-28.24	- 35	-26.72	- 35	-26.72	2	2.13
23. MIDDLESEX[3]	9986	9317	8142	7543	- 669	- 6.70	-1844	-18.47	-2443	-24.46	-1774	-19.04
24. NIPISSING	9995	7858	6406	6427	-2137	-21.38	-3589	-35.91	-3568	-35.70	-1431	-18.21
25. OXFORD	1936	1810	1590	1654	- 126	- 6.51	- 346	-17.87	- 282	-14.57	- 156	- 8.62
26. PARRY SOUND	10	0	0	0	- 10	-100.00	- 10	-100.00	- 10	-100.00	0	0
27. PEEL	9930	17268	27827	37717	7338	73.90	17897	-180.23	27787	279.83	20449	118.42
28. PERTH	1767	1387	1168	1191	- 380	-21.51	- 599	-33.90	- 576	-32.60	- 196	-14.13
29. PETERBOROUGH	4008	3377	2768	2885	- 631	-15.74	-1240	-30.94	-1123	-28.02	- 492	-14.57
30. PRESCOTT & RUSSELL	7833	6609	5746	6370	-1224	-15.63	-2087	-26.64	-1463	-18.68	- 239	- 3.62
31. PRINCE EDWARD	112	104	103	104	- 8	- 7.14	- 9	- 8.04	- 8	- 7.14	0	0
32. RAINY RIVER	1102	810	784	738	- 292	-26.50	- 318	-28.86	- 364	-33.03	- 72	- 8.89
33. RENFREW	6745	5348	4230	3985	-1397	-20.71	-2515	-37.28	-2760	-40.92	1363	-25.49
34. SIMCOE	5442	5261	5816	6786	- 181	- 3.33	374	6.87	1344	24.70	1525	28.99
35. STORMONT, DUNDAS & GLENGARRY	10013	7733	7062	7792	-2280	-22.77	-2951	-29.47	-2221	-22.18	59	0.76
36. SUDBURY	24800	21134	17857	15344	-3666	-14.78	-6943	-28.00	-9456	-38.13	-5790	-27.40
37. THUNDER BAY	8065	7665	7128	6756	- 400	- 4.96	- 937	-11.62	-1309	-16.23	- 909	-11.86
38. TIMISKAMING	3904	3038	2463	2301	- 866	-22.18	-1441	-36.91	-1603	-41.06	- 737	-24.26
39. VICTORIA	501	530	642	825	29	5.79	141	28.14	324	64.67	295	55.66
40. WATERLOO	15128	15386	14727	14830	258	1.71	- 401	- 2.65	- 298	- 1.97	- 556	- 3.61
41. WELLINGTON	4752	4579	4258	4383	- 173	- 3.64	- 494	-10.40	- 369	- 7.77	- 196	- 4.28
42. HAMILTON-WENTWORTH	21876	20478	17364	15807	-1398	- 6.39	-4512	-20.63	-6069	-27.74	-4671	-22.81
43. YORK	4478	6376	8296	9471	1898	42.38	3818	85.26	4993	111.50	3095	48.54
44. OTTAWA	25338	17711	13297	10656	-7627	-30.10	-12041	-47.52	-14682	-57.94	-7055	-39.83
45. TORONTO METRO	70298	77886	69578	61319	-7588	10.79	- 720	- 1.02	-8979	-12.77	-16567	-21.27
46. WINDSOR	18287	15755	12987	11579	-2532	-13.85	-5300	-28.98	-6708	-36.68	-4176	-26.51

[1] Carleton excluant Ottawa

[2] Essex excluant Windsor

[3] Excluant les jardins d'enfants

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

TABLEAU 3.12

CHANGEMENTS D'EFFECTIFS PASSES ET PREVUS DANS LES ECOLES SECONDAIRES
PAR COMTE ET DISTRICT, 1971-1986

COMTE/DISTRICT	PASSES		PREVUS		1971-1976		1971-1981		1971-1986		1976-1986	
	1971	1976	1981	1986	NO.	%	NO.	%	NO.	%	NO.	%
1. ALGOMA	9690	10117	8659	7339	427	4.41	- 1031	-10.64	- 2351	- 24.26	- 2778	-27.46
2. BRANT	6891	6744	6386	5723	- 147	- 2.13	- 505	- 7.33	- 1168	- 16.95	- 1021	-15.14
3. BRUCE	3494	3632	3644	3874	138	3.95	150	4.29	380	10.88	242	6.66
4. CARLETON[1]	10368	15134	16835	18216	4766	45.97	6467	62.37	7848	75.68	3082	20.36
5. COCHRANE	8634	8813	7897	7229	179	2.07	- 737	- 8.54	- 1405	- 16.27	- 1584	-17.97
6. DUFFERIN	1876	2351	2533	3023	475	25.32	657	35.02	1147	61.14	672	28.58
7. ELGIN	4375	4855	4741	4443	480	10.97	366	8.37	68	1.55	- 412	- 8.49
8. ESSEX[2]	8198	8687	8389	8040	489	5.96	191	2.33	- 158	- 1.93	- 647	- 7.45
9. FRONTENAC	7825	8135	7049	6022	310	3.96	- 776	- 9.92	- 1803	- 23.04	- 2113	-25.97
10. GREY	5466	5552	5125	4963	86	1.57	- 341	- 6.24	- 503	- 9.20	- 589	-10.61
11. HALDIMAND-NORFOLK	7349	6979	6215	5496	- 370	- 5.03	- 1134	-15.43	- 1853	- 25.21	- 1483	-21.25
12. HALIBURTON	597	676	647	642	79	13.23	50	8.38	45	7.54	- 34	- 5.03
13. HALTON	16662	20935	20423	19237	4273	25.65	3761	22.57	2575	15.54	- 1698	- 8.11
14. HASTINGS	8817	9198	8136	7611	381	4.32	- 681	- 7.72	- 1206	- 13.68	- 1587	-17.25
15. HURON	4661	4689	4113	3909	28	0.60	- 548	-11.76	- 752	- 16.13	- 780	-16.63
16. KENORA	3800	4030	3430	3033	230	6.05	- 370	- 9.74	- 767	- 20.18	- 997	-24.74
17. KENT	8619	8370	7125	6671	- 249	- 2.89	- 1494	-17.33	- 1948	- 22.60	- 1699	-20.30
18. LAMBTON	9102	8897	7864	8113	- 205	- 2.25	- 1238	-13.60	- 989	- 10.87	- 784	- 8.81
19. LANARK	3412	3619	3413	3217	207	6.07	1	0.03	- 195	- 5.72	- 402	-11.11
20. LEEDS & GRENVILLE	5962	6232	5827	5067	270	4.53	- 135	- 2.26	- 895	- 15.01	- 1165	-18.69
21. LENNOX & ADDINGTON	2461	2725	2731	2777	264	10.73	270	10.97	316	12.84	52	1.91
22. NIAGARA	27388	26988	24046	20956	- 400	- 1.46	- 3342	-12.20	- 6432	- 23.48	- 6032	-22.35
23. MANITOULIN	924	931	715	639	7	0.76	- 209	-22.62	- 285	- 30.84	- 292	-31.36
24. MIDDLESEX[3]	3937	4373	3877	3544	436	11.07	- 60	- 1.52	- 393	- 9.98	- 829	-18.96
25. MUSKOKA	2536	2835	2627	2544	299	11.79	91	3.59	8	0.32	- 291	-10.26
26. NIPISSING	7282	7467	6105	5013	185	2.54	-1177	-16.16	-2269	- 31.16	-2454	-32.86
27. OXFORD	6181	6298	5537	4839	117	1.89	- 644	-10.42	-1342	- 21.71	-1459	-23.17
28. PARRY SOUND	2615	2718	2284	1923	103	3.94	- 331	-12.66	- 692	- 26.46	- 795	-29.25
29. PEEL	19884	28784	33947	42097	8900	44.76	14063	70.73	22213	111.71	13313	46.25
30. PERTH	5189	5540	4785	4164	351	6.76	- 404	- 7.79	- 1025	- 19.75	- 1376	-24.84
31. PETERBOROUGH	7496	7785	7037	6206	289	3.86	- 459	- 6.12	- 1290	- 17.21	- 1579	-20.28
32. PRESCOTT & RUSSELL	4124	4251	3891	3508	127	3.08	- 233	- 5.65	- 616	- 14.94	- 743	-17.48
33. PRINCE EDWARD	1448	1497	1309	1090	49	3.38	- 139	- 9.60	- 358	- 24.72	- 407	-27.19
34. RAINY RIVER	2391	2264	1877	1828	- 127	- 5.31	- 514	-21.50	- 563	- 23.55	- 436	-19.26
35. RENFREW	8200	7855	6514	5265	- 345	- 4.21	- 1686	-20.56	- 2935	- 35.79	- 2590	-32.97
36. SIMCOE	13961	15959	15898	16851	1998	14.31	1937	13.87	2890	20.70	992	5.59
37. STORMONT, DUNDAS & GLENGARRY	8933	9232	7613	6193	299	3.35	- 1320	-14.78	- 2740	- 30.67	- 3039	-32.92
38. SUDBURY	16266	16554	13252	11671	288	1.77	- 3014	-18.53	- 4595	- 28.25	- 4883	-29.50
39. THUNDER BAY	11974	11752	10190	9600	- 222	- 1.85	- 1784	-14.90	- 2374	- 19.83	- 2152	-18.31
40. TIMISKAMING	4471	4285	3121	2649	- 186	- 4.16	- 1350	-30.19	- 1822	- 40.75	- 1636	-38.18
41. VICTORIA	2791	3159	3200	3210	368	13.19	409	14.65	419	15.01	51	1.61
42. WATERLOO	16665	17850	17656	17372	1185	7.11	991	5.95	707	4.24	- 478	- 2.68
43. WELLINGTON	8209	8695	7948	7580	486	5.92	- 261	- 3.18	- 629	- 7.66	-1115	-12.82
44. WENTWORTH EXCLUDING HAMILTON	7281	7471	6198	5115	190	2.61	- 1083	-14.87	- 2166	- 29.75	-2356	-31.54
45. YORK EXCLUDING METRO TORONTO	14142	16446	16766	17184	2304	16.29	2624	18.55	3042	21.51	738	4.49
46. HAMILTON	19697	18710	15240	12060	- 987	- 5.01	- 4457	-22.63	- 7637	-38.77	- 6650	-35.54
47. LONDON	16962	18554	15241	13373	1592	9.39	- 1721	-10.15	- 3589	- 21.16	- 5181	-27.92
48. OTTAWA	26622	25211	18831	14103	-1411	- 5.30	- 7791	-29.27	-12519	- 47.03	-11108	-44.06
49. TORONTO METRO	131293	140355	123440	103492	9062	6.90	- 7853	- 5.98	-27801	- 21.17	- 36863	-26.26
50. WINDSOR	13563	12910	11033	9300	- 653	- 4.81	- 2530	-18.65	- 4263	- 31.43	- 3610	-27.96

[1] Excluant Ottawa

[2] Excluant Windsor

[3] Excluant London

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

TABLEAU 3.13

CHANGEMENTS DANS LES EFFECTIFS DES ECOLES PUBLIQUES ELEMENTAIRES
PAR CONSEIL DANS L'ONTARIO DU NORD

NOM DU CONSEIL	EFFECTIFS 1971	EFFECTIFS 1976	CHANGEMENT EN NOMBRE	CHANGEMENT EN POURCENTAGE
MOYEN-NORD				
ASQUITH - GARVEY (REGION DU DISTRICT)	40	16	- 24	-60.00
ALGOMA CENTRAL	1,768	1,712	- 56	- 3.17
CHAPLEAU	491	371	-120	-24.44
ESPANOLA	1,361	1,319	- 42	- 3.09
FALCONBRIDGE C.F.B.	151	121	- 30	-19.87
FOLEYET (REGION DU DISTRICT)	64	36	- 28	-43.75
FRANZ (REGION DU DISTRICT)	-	11	-	-
GOGAMA (REGION DU DISTRICT)	35	28	- 7	-20.00
HORNEPAYNE	289	239	- 50	-17.30
MANITOULIN	1,424	1,212	-212	-14.89
MICHIPICOTEN	689	589	-100	-14.51
MILL-FOREST (DISTRICT)	45	27	- 18	-40.00
MISSARENDA (REGION DU DISTRICT)	52	41	- 11	-21.15
NORTH SHORE	2,014	1,874	-140	- 6.95
OBA (REGION DU DISTRICT)	16	16	0	0.0
SAULT STE. MARIE	10,810	9,116	-1,694	-15.67
SUDBURY	16,227	12,773	-3,454	-21.29
NORD-EST				
AIRY (REGION DU DISTRICT)	71	57	- 14	-19.72
BICKNELL (REGION DU DISTRICT)	13	12	- 1	- 7.69
CANFIELD (REGION DU DISTRICT)	41	30	- 11	-26.83
COCHRANE - IROQUOIS (CHUTES)	1,967	1,741	-226	-11.49
PARRY SOUND EST	3,244	3,015	-229	- 7.06
HEARST	389	390	1	0.26
KAPUSKASING	911	806	-105	-11.53
KIRKLAND LAKE	2,261	1,729	-532	-23.53
LOWTHER C.F.B.	484	409	- 75	-15.50
MOOSE FACTORY ISLAND	168	186	18	10.71
MOOSONEE (REGION DU DISTRICT)	49	49	0	0.0
MURCHISON & LYELL (REG. DU DISTRICT)	5,415	5,121	-294	- 5.43
MUSKOKA	6,793	6,038	-755	-11.11
NIPISSING	281	212	- 69	-24.56
NORTH BAY C.F.B.	94	83	- 11	-11.70
PINARD NO. 1 (HYDRO)	10	6	- 4	-40.00
SABINE (REGION DU DISTRICT)	3,528	2,962	-566	-16.04
SMOKY FALLS (REGION DU DISTRICT)	3,409	3,208	-201	- 5.90
TIMISKAMING	2,976	2,535	-441	-14.82
TIMMINS				
PARRY SOUND OUEST				
NORD-OUEST				
ALLANWATER (REGION DU DISTRICT)	27	11	- 16	-59.26
ARMSTRONG (REGION DU DISTRICT)	149	93	- 56	-37.58
ATIKOKAN	1,129	913	-216	-19.13
AUDEN (REGION DU DISTRICT)	36	23	- 13	-36.11
CARAMAT (REGION DU DISTRICT)	105	77	- 28	-26.67
CONNELL & POLSFORD (REG. DU DIST.)	78	198	120	153.85
DENT (REGION DU DISTRICT)	21	73	52	247.62
DRYDEN	3,783	3,508	-275	- 7.27
FERLAND (REGION DU DISTRICT)	30	22	- 8	-26.67
FORT FRANCES - RAINY RIVER	2,891	2,425	-466	-16.12
GERALDTON	715	566	-149	-20.84
KASHABOWIE (REGION DU DISTRICT)	28	24	- 4	-14.29
KENORA	2,726	2,089	-637	-23.37
MINE CENTRE (REGION DU DISTRICT)	12	111	99	825.00
RED LAKE	1,297	1,153	-144	-11.10
UMPREVILLE (REGION DU DISTRICT)	16	15	- 1	- 6.25
KILKENNY (REGION DU DISTRICT)	83	78	- 5	- 6.02
LAC SUPERIOR	1,371	1,301	- 70	- 5.11
LAKEHEAD	14,941	13,157	-1,784	-11.94
NANIKA (REGION DU DISTRICT)	104	92	- 12	-11.54
NIPIGON - RED ROCK	763	635	-128	-16.78
LAC SAVANT (REGION DU DISTRICT)	49	60	11	22.45
UPSALA (REGION DU DISTRICT)	55	60	5	9.09
WHITE OTTER (REGION DU DISTRICT)	-	32	-	-

Source: Rapports annuels du Ministère de l'Education de l'Ontario.

TABLEAU 3.14

CHANGEMENT DANS LES EFFECTIFS D'ECOLES CATHOLIQUES-ROMAINES SEPAREES EN ONTARIO DU NORD, 1971-1976

NOM DU CONSEIL	EFFECTIFS 1971	EFFECTIFS 1976	CHANGEMENT DANS LE NOMBRE	CHANGEMENT EN POURCENTAGE
MOYEN-NORD				
CHAPLEAU PANET ET CAVERLEY	479	404	- 75	-15.66
DUBREUILVILLE	-	258	-	-
FOLEYET	125	75	- 50	-40.00
GOGAMA	148	160	12	8.11
HORNEPAYNE	-	120	-	-
MICHIPICOTEN (DISTRICT)	816	679	-137	-16.79
NORTH SHORE (DISTRICT)	3,965	3,180	-785	-19.80
SAULT STE. MARIE	8,005	7,301	-704	- 8.79
SUDBURY (DISTRICT)	24,961	23,831	-1,130	- 4.53
SULTAN	-	54	-	-
NORD-EST				
COCHRANE IROQUOIS FALLS (DISTRICT)	2,588	1,995	-593	-22.91
HEARST (DISTRICT)	1,801	1,570	-231	-12.83
KAPUSKASING (DISTRICT)	4,054	3,088	-966	-23.83
KIRKLAND LAKE (DISTRICT)	1,958	1,634	-324	-16.55
MOOSONEE	180	189	9	5.00
NIPISSING (DISTRICT)	10,671	9,133	-1,538	-14.41
TIMISKAMING (DISTRICT)	2,384	1,983	-401	-16.82
TIMMINS (DISTRICT)	5,513	5,268	-245	- 4.44
NORD-OUEST				
ATIKOKAN NO. 1	390	366	- 24	- 6.15
DRYDEN (DISTRICT)	524	434	- 90	-17.18
KENORA (DISTRICT)	1,205	1,256	51	4.23
RED LAKE NO. 1	128	95	- 33	-25.78
FORT FRANCES - RAINY RIVER (DIST.)	812	659	-153	-18.84
GERALDTON (DISTRICT)	860	854	- 6	- 0.70
LAKEHEAD (DISTRICT)	6,723	7,023	300	- 4.46
NORD DU SUPERIEUR (DISTRICT)	-	1,264	-	-

Source: Rapports annuels du Ministère de l'éducation.

TABLEAU 3.15

CHANGEMENTS D'EFFECTIFS DANS LES ECOLES SECONDAIRES PAR CONSEIL
DANS L'ONTARIO DU NORD, 1971-76

NOM DU CONSEIL	EFFECTIFS 1971	EFFECTIFS 1976	CHANGEMENT DANS LE NOMBRE	CHANGEMENT EN %
MOYEN-NORD				
ALGOMA CENTRAL	435	749	314	72.18
CHAPLEAU	412	364	- 48	-11.65
ESPANOLA	1,125	1,150	25	2.22
HORNEPAYNE	80	89	9	11.25
MANITOULIN	924	931	7	0.76
MICHIPICOTEN	580	580	0	0.00
NORTH SHORE	1,669	1,731	62	3.71
SAULT STE. MARIE	6,926	6,968	42	0.61
SUDBURY	14,729	15,040	311	2.11
NORD-EST				
COCHRANE - IROQUOIS FALLS	1,829	1,800	- 29	- 1.59
HEARST	806	813	7	0.87
JAMES BAY - LOWLANDS S.S.B.	-	156	-	-
KAPUSKASING	2,144	2,271	127	5.92
KIRKLAND LAKE	1,861	1,707	-154	- 8.28
MUSKOKA	2,536	2,835	299	11.79
NIPISSING	7,282	7,467	185	2.54
EAST PARRY SOUND	1,257	1,351	94	7.48
WEST PARRY SOUND	1,358	1,367	9	0.66
TIMMINS	3,855	3,773	- 82	- 2.13
TIMISKAMING	2,610	2,578	- 32	- 1.23
NORD-OUEST				
ATIKOKAN	663	603	- 60	- 9.05
DRYDEN	1,597	1,866	269	16.84
FORT FRANCES - RAINY RIVER	1,728	1,661	- 67	- 3.88
GERALDTON	666	711	45	6.76
KENORA	1,742	1,675	- 67	- 3.85
LAKE SUPERIOR	954	968	14	1.47
LAKEHEAD	9,815	9,603	-212	- 2.16
NIPIGON - RED ROCK	539	470	- 69	-12.80

Source: Rapports annuels du Ministère de l'éducation de l'Ontario.

La mauvaise répartition du fardeau scolaire, (certaines régions étant en pleine expansion, d'autres en contraction et certaines semblant à peine touchées par le problème) a probablement provoqué plus de gêne, de colère et de méfiance que toute autre chose malgré les efforts du ministère de l'Education pour leur venir en aide. La rancoeur est humaine lorsque l'on réagit à ce qui semble de l'injustice à première vue: "Pourquoi moi et pas vous?" est la plainte qui s'est élevée depuis toujours en de pareilles circonstances. Ces attitudes ne changeront pas. Cependant, les tableaux et figures détaillés de l'annexe et de l'annexe statistique qui sera publiée séparément, contribueront peut-être à démontrer que ces choses-là sont dues à des concours de circonstances. Personne, pas même le gouvernement fédéral ou provincial, ne s'en est pris à certaines régions pour les défavoriser.

Parfois, comme dans le cas d'Etobicoke, la raison était simplement que les ex-enfants avaient grandi et déménagé et beaucoup de familles ayant de jeunes enfants étaient allées s'installer dans des banlieues voisines en laissant le système d'Etobicoke "avec un sac" de classes vides, d'écoles vacantes et d'enseignants redondants ou en surplus. Parmi les exemples typiques de centres à problèmes, on peut citer la ville de Toronto qui, selon les résultats des recensements de 1971 et 1976, non seulement a perdu un nombre d'enfants, mais a vu sa population diminuer de 712,786 à 633,318 habitants et Windsor dont la population est passée de 203,300 à 196,526 habitants adultes et enfants. De tels coups durs répétés font mal et la plupart des grandes villes du Canada en souffrent.

Le présent et l'avenir

Nous connaissons le passé et nous lui avons pourtant survécu; c'est l'avenir qui nous est inconnu et, ne sachant pas ce qu'il nous réserve, il peut nous effrayer. Voyons à présent ce que nous réserve la prochaine décennie dans le domaine des effectifs.

Jetons un coup d'oeil d'abord sur toute la période de baisses entre 1971 et 1986 par comté et district aux tableaux 3.10 à 3.12 et aux cartes des graphiques 3.8 à 3.10 pour les écoles primaires publiques, les écoles séparées catholiques-romaines et les écoles secondaires et les écoles franco-ontariennes, au niveau provincial seulement, aux tableaux 3.16 et 3.17 et aux graphiques multilinéaires à la figure 3.11.

On ne peut cacher le fait que certaines régions de la province, comme l'Ontario du Nord, l'Ontario du Nord-Est et l'Ontario du Sud-Ouest seront encore très durement touchées aux niveaux primaire et secondaire tandis que certaines parties de l'Ontario du centre continueront leur expansion. En général, les inscriptions dans les écoles primaires françaises seront moins nombreuses, mais continueront d'augmenter dans les écoles secondaires (en partie, je suppose, parce que beaucoup de ces écoles n'ont ouvert leurs portes que récemment).

En nous concentrant sur la prochaine décennie, de 1976 à 1986, bien qu'il n'en reste que neuf ans, nous pouvons voir d'après les graphiques pour les écoles primaires, secondaires et séparées (figures 3.12 à 3.14), que la baisse continuera pour les écoles primaires en général mais ne sera accélérée que dans quelques régions. Quelques éclaircissements à propos de ces graphiques: les comtés et districts sont donnés par ordre alphabétique, avec les

FIGURE 3.8

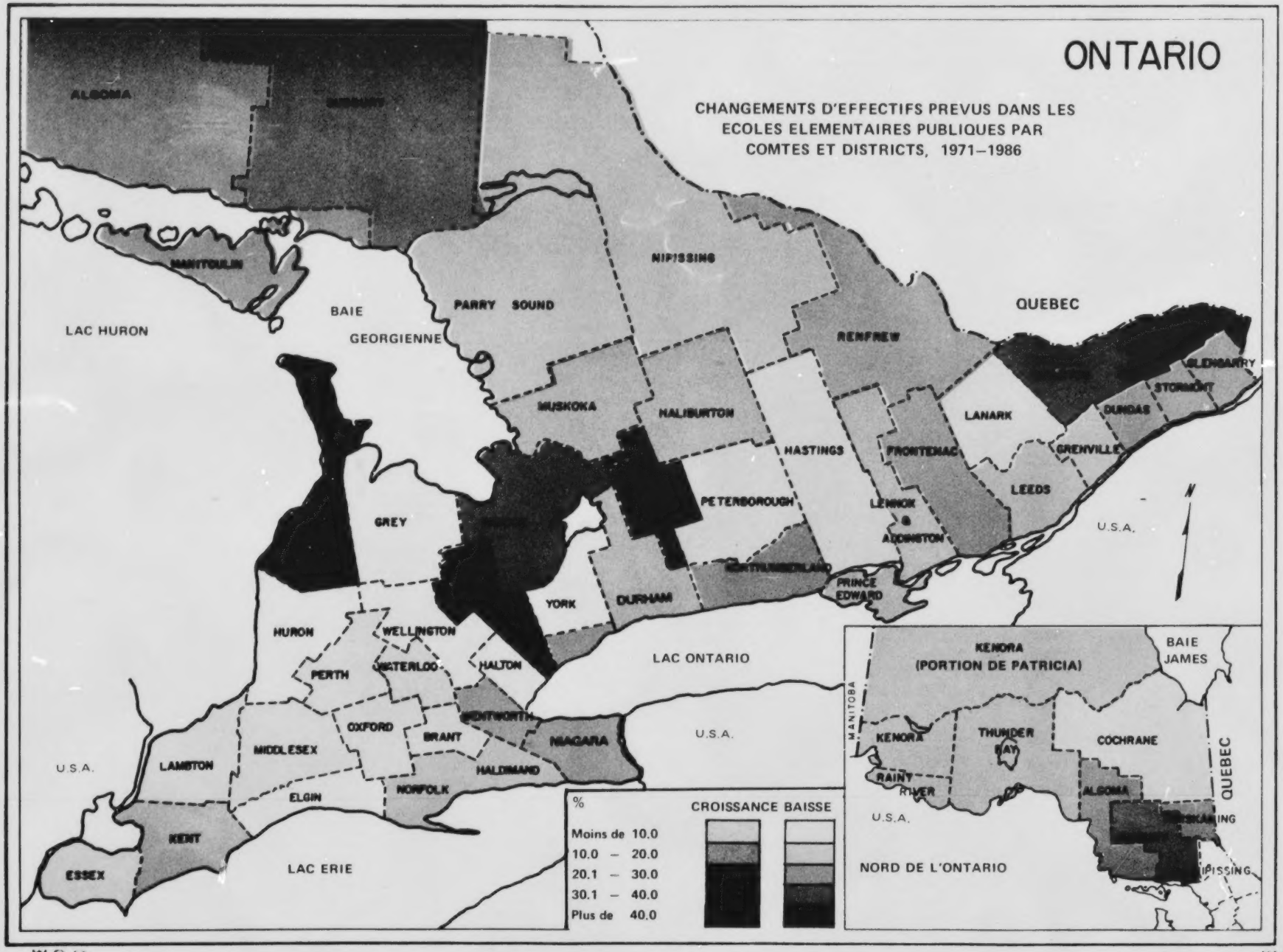

ONTARIO
CHANGEMENTS D'EFFECTIFS PREVUS DANS LES ECOLES ELEMENTAIRES PUBLIQUES PAR COMTES ET DISTRICTS, 1971–1986
ALGOMA
MANITOULIN
NIPISSING
PARRY SOUND
BAIE GEORGIENNE
LAC HURON
MUSKOKA
HALIBURTON
RENFREW
QUEBEC
GLENGARRY
STORMONT
DUNDAS
LANARK
GRENVILLE
FRONTENAC
HASTINGS
LEEDS
LENNOX & ADDINGTON
PETERBOROUGH
GREY
U.S.A.
PRINCE EDWARD
YORK
DURHAM
HURON
WELLINGTON
WATERLOO
PERTH
HALTON
LAC ONTARIO
OXFORD
BRANT
NIAGARA
MIDDLESEX
LAMBTON
HALDIMAND
NORFOLK
ELGIN
KENT
ESSEX
LAC ERIE
%
CROISSANCE
BAISSE
Moins de 10.0
10.0 – 20.0
20.1 – 30.0
30.1 – 40.0
Plus de 40.0
KENORA (PORTION DE PATRICIA)
BAIE JAMES
MANITOBA
KENORA
THUNDER BAY
COCHRANE
RAINY RIVER
ALGOMA
QUEBEC
NORD DE L'ONTARIO

FIGURE 3.9

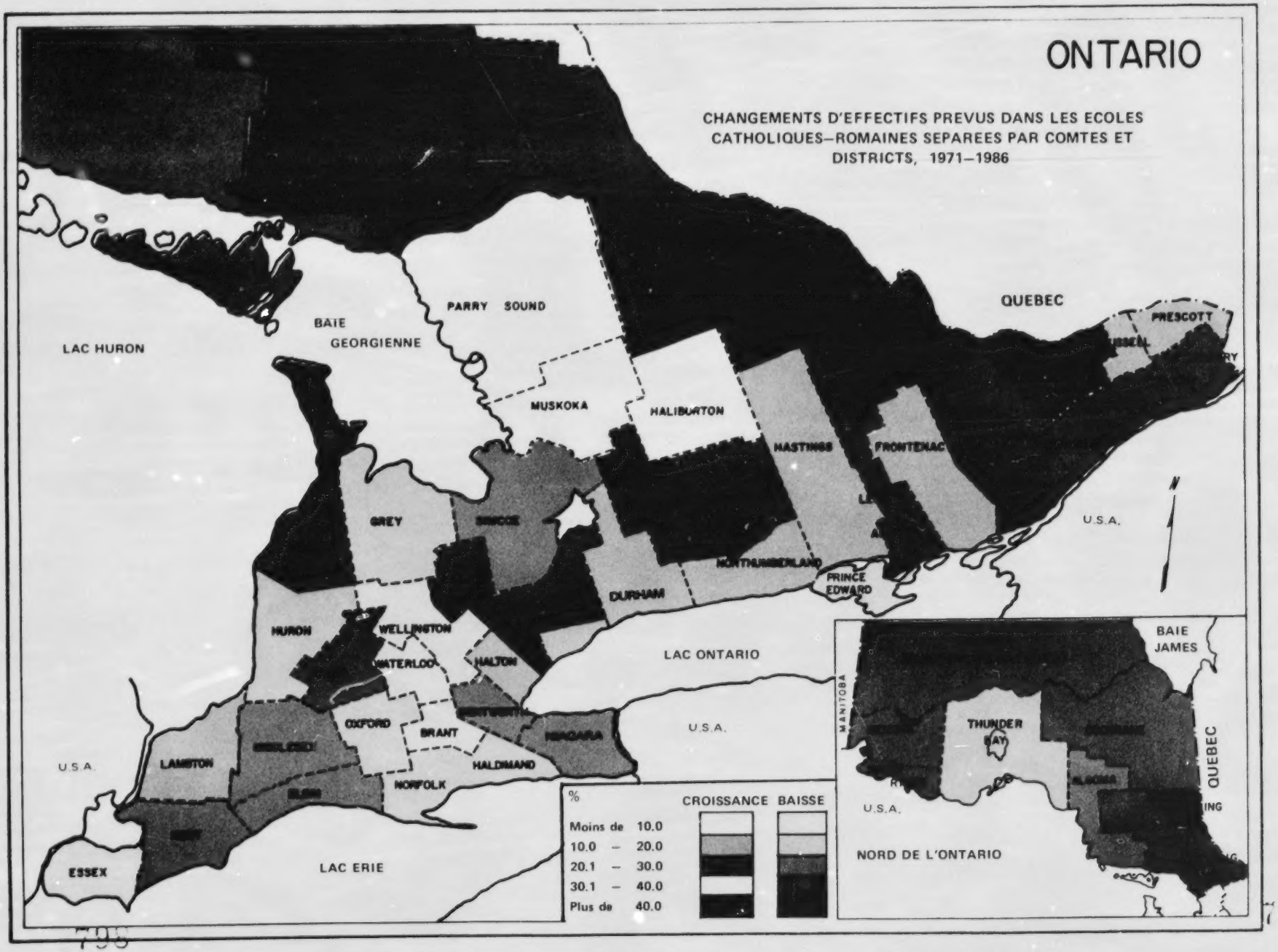

ONTARIO
CHANGEMENTS D'EFFECTIFS PREVUS DANS LES ECOLES CATHOLIQUES–ROMAINES SEPAREES PAR COMTES ET DISTRICTS, 1971–1986
LAC HURON
BAIE GEORGIENNE
PARRY SOUND
MUSKOKA
HALIBURTON
QUEBEC
PRESCOTT
HASTINGS
FRONTENAC
GREY
BRUCE
NORTHUMBERLAND
PRINCE EDWARD
DURHAM
U.S.A.
HURON
WELLINGTON
WATERLOO
HALTON
LAC ONTARIO
OXFORD
BRANT
NIAGARA
HALDIMAND
NORFOLK
LAMBTON
ESSEX
LAC ERIE
U.S.A.
BAIE JAMES
MANITOBA
THUNDER BAY
QUEBEC
NORD DE L'ONTARIO
%
CROISSANCE
BAISSE
Moins de 10.0
10.0 – 20.0
20.1 – 30.0
30.1 – 40.0
Plus de 40.0

FIGURE 3.10

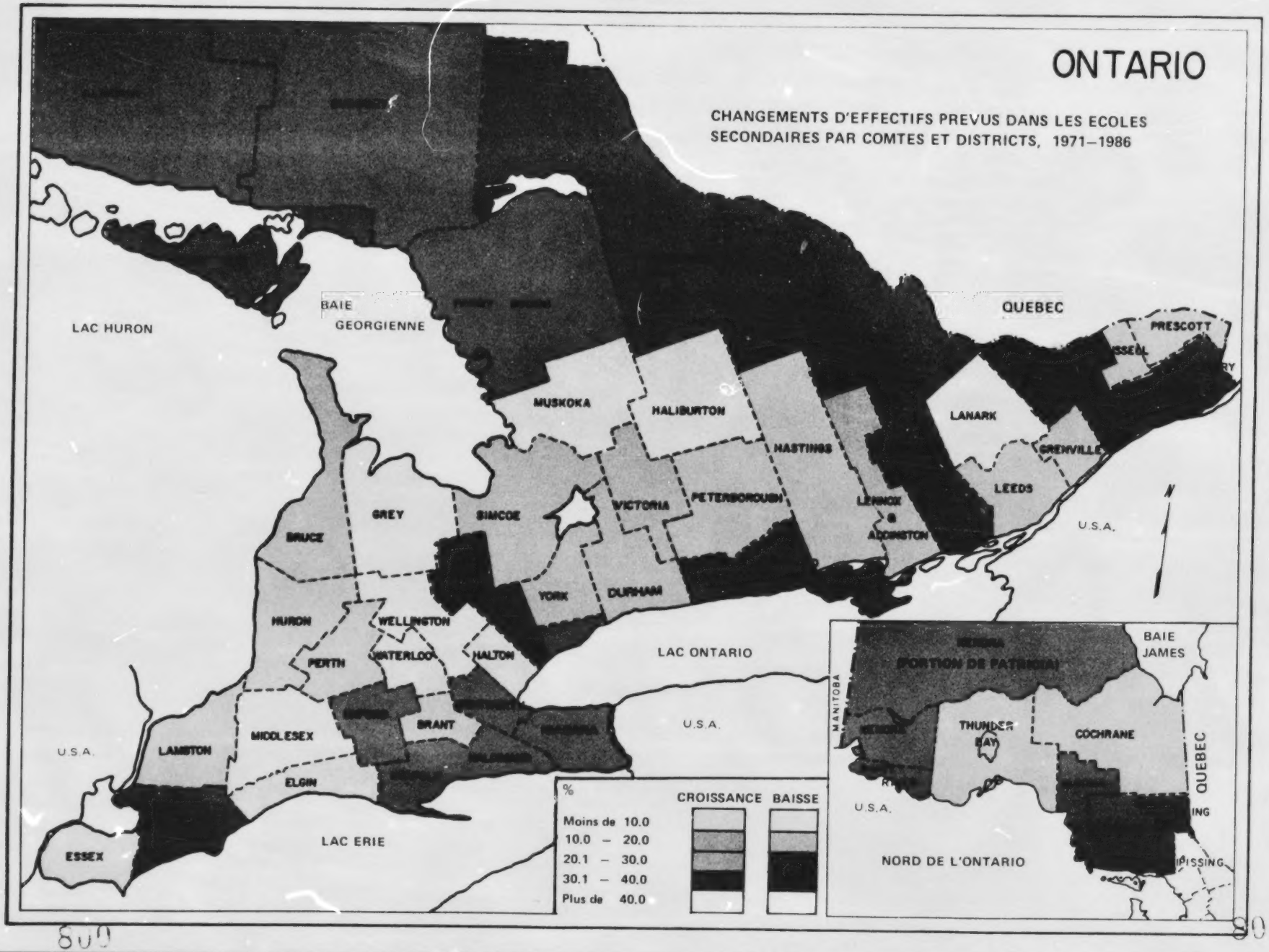

ONTARIO
CHANGEMENTS D'EFFECTIFS PREVUS DANS LES ECOLES SECONDAIRES PAR COMTES ET DISTRICTS, 1971–1986
LAC HURON
BAIE GEORGIENNE
QUEBEC
PRESCOTT
MUSKOKA
HALIBURTON
HASTINGS
LANARK
GRENVILLE
LEEDS
LENNOX ADDINGTON
PETERBOROUGH
VICTORIA
SIMCOE
GREY
BRUCE
YORK
DURHAM
HURON
WELLINGTON
WATERLOO
HALTON
PERTH
BRANT
MIDDLESEX
LAMBTON
ELGIN
ESSEX
LAC ERIE
LAC ONTARIO
U.S.A.
MANITOBA
BAIE JAMES
PORTION DE PATRICIA
THUNDER BAY
COCHRANE
QUEBEC
NORD DE L'ONTARIO
%
CROISSANCE
BAISSE
Moins de 10.0
10.0 – 20.0
20.1 – 30.0
30.1 – 40.0
Plus de 40.0

TABLEAU 3.16

EFFECTIF TOTAL PREVU DANS LES ECOLES ELEMENTAIRES FRANCAISES EN ONTARIO 1978 A 1986

Année scolaire commençant en	Jardins d'enfants (Jr. et Sr.)	GR. I	GR. 2	GR. 3	GR. 4	GR. 5	GR. 6	GR. 7	GR. 8	GR. 9	GR. 10	Education spéciale	TOTAL
1978	11263	7379	7174	6914	6766	6642	6709	7099	7976	414	286	1675	70297
1979	11299	7179	7040	7065	6834	6728	6578	6621	6813	387	298	1621	68463
1980	11438	6954	6849	6933	6982	6796	6663	6492	6354	330	279	1876	67946
1981	11161	7039	6634	6745	6852	6943	6731	6577	6230	306	238	1595	67051
1982	11147	6869	6715	6533	6666	6813	6876	6644	6311	301	220	1513	66608
1983	11247	6860	6553	6613	6457	6628	6748	6788	6376	304	217	1564	66355
1984	11393	6922	6545	6453	6535	6420	6565	6662	6513	306	219	1551	66084
1985	11520	7011	6604	6445	6377	6498	6359	6482	6392	312	220	1538	65758
1986	11520	7089	6689	6503	6369	6341	6436	6279	6220	305	225	1531	65507

Source: CBES

TABLEAU 3.17

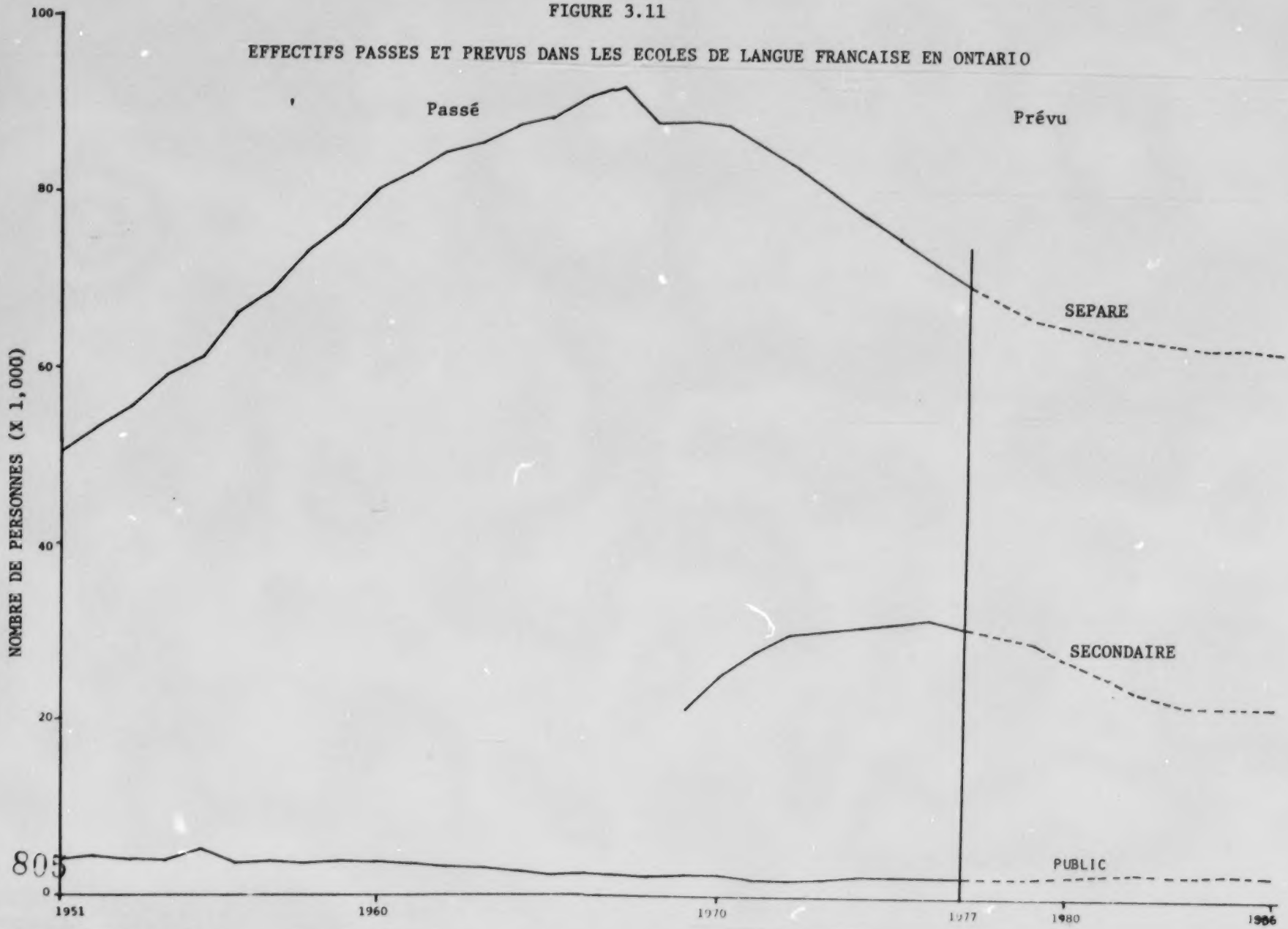
EFFECTIFS PREVUS DANS LES ECOLES SECONDAIRES DE LANGUE FRANCAISE EN ONTARIO
1978 A 1986

ANNEE	GRADE 9	GRADE 10	GRADE 11	GRADE 12	GRADE 13	TOTAL
1978	8278	7552	6650	5687	1917	30,084
1979	7742	7616	6419	5520	1848	29,145
1980	6613	7123	6474	5328	1794	27,332
1981	6167	6084	6055	5373	1732	25,411
1982	6047	5674	5171	5026	1746	23,664
1983	6125	5563	4823	4292	1633	22,436
1984	6189	5635	4729	4003	1395	21,951
1985	6322	5694	4790	3925	1301	22,032
1986	6204	5816	4840	3976	1276	22,112

Source: CBES

FIGURE 3.11

EFFECTIFS PASSES ET PREVUS DANS LES ECOLES DE LANGUE FRANCAISE EN ONTARIO



805

806

FIGURE 3.12

ONTARIO: EFFECTIFS DES ECOLES PUBLIQUES, 1976–1986
LA DECENNIE DE LA BAISSE

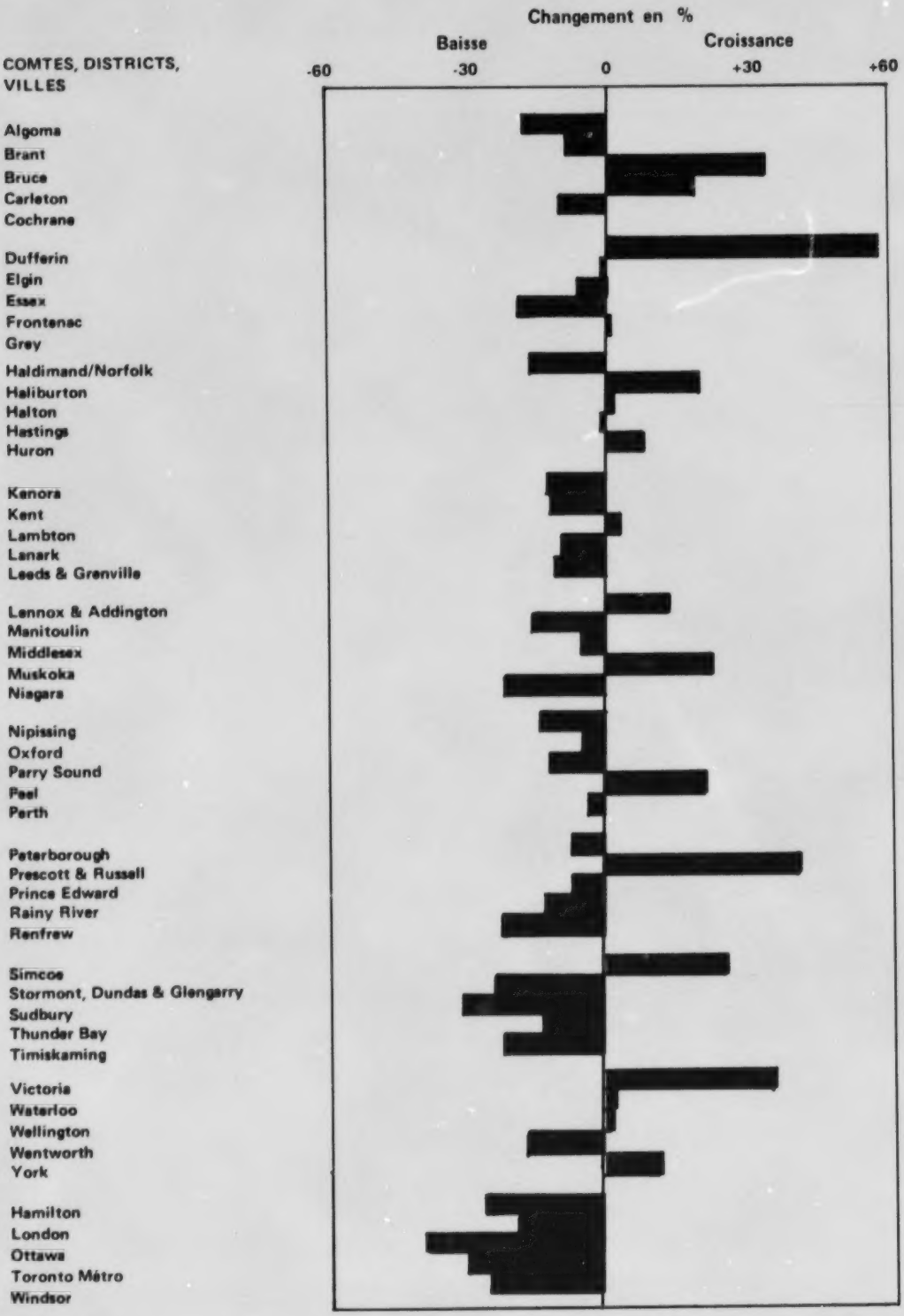


FIGURE 3.13

ONTARIO: EFFECTIFS CATHOLIQUES–ROMAINS SEPARES, 1976–1986
LA DECENNIE DE LA BAISSE

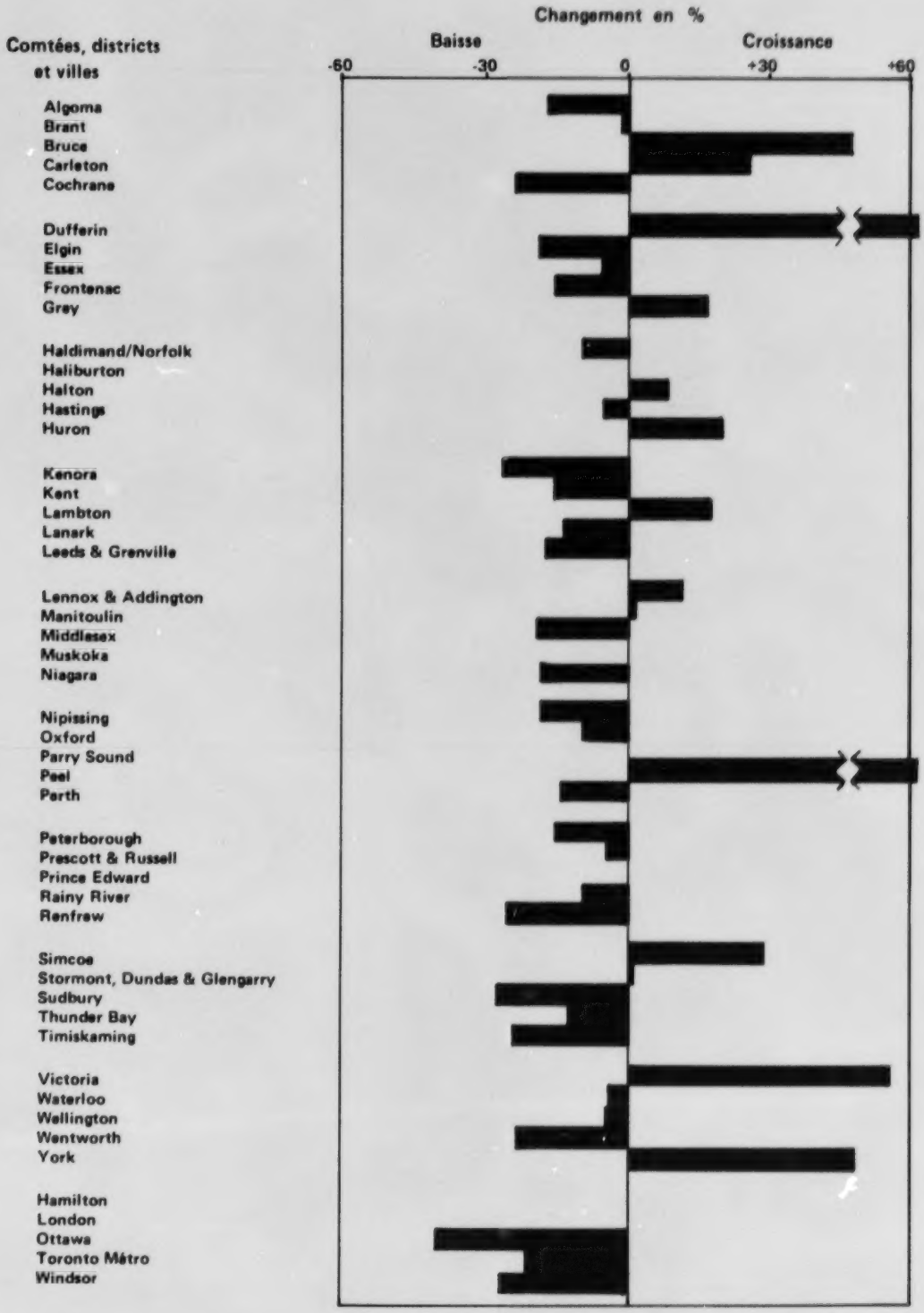
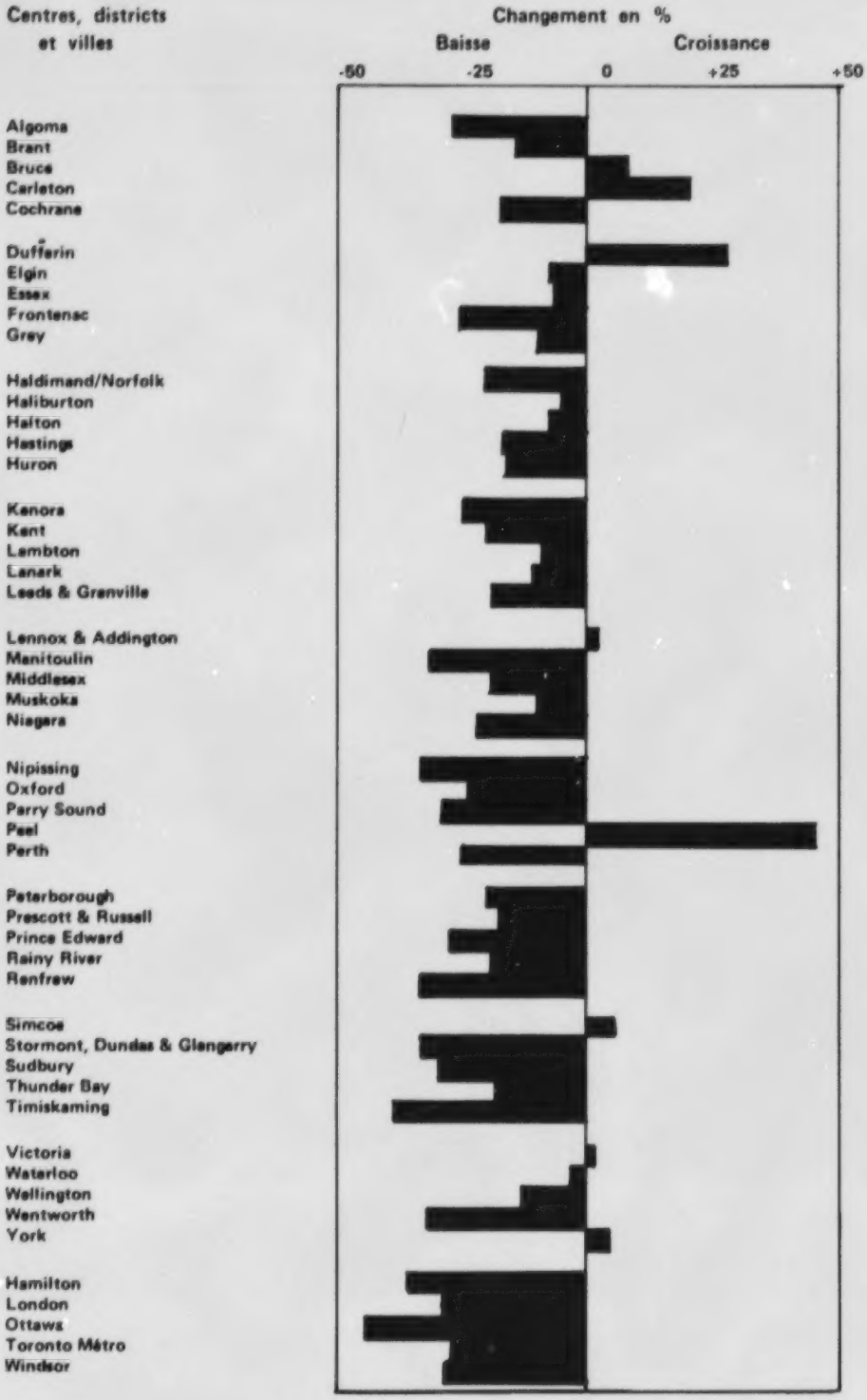


FIGURE 3.14

ONTARIO: EFFECTIFS SCOLAIRES SECONDAIRES, 1976 – 1986
LA DECENNIE DE LA BAISSE



grandes villes en bas de la liste et les pourcentages des variations indiqués par la couleur (rouge pour la baisse, bleu pour les augmentations) mais aussi par l'emplacement de la barre à gauche ou à droite de la ligne centrale de stabilité (c'est-à-dire celle n'indiquant pas de changement). Les tableaux indiquent donc les nombres et les pourcentages.

Heureusement, la plupart des écoles secondaires ont encore une année ou deux avant que la baisse ne devienne sérieuse et peuvent se préparer pour amortir le choc en profitant de l'expérience des écoles primaires et des leçons qui y ont été apprises.

Quoique les huit prochaines années seront très difficiles pour nos écoles secondaires, nous savons au moins que le pire sera alors passé. Une période de stabilité relative et de baisse constante mais lente (à part quelques régions où règnent des circonstances exceptionnelles comme dans le cas de Sudbury) devrait se poursuivre jusqu'à la fin des années 90 et même après 2001. Nous aurons plus de détails sur l'avenir lointain et nous les présenterons lorsque nous recevrons les répartitions d'âges spéciales de la part de Statistique Canada et les rapports finaux préparés pour nous par le groupe de recherche du TEIGA.

Le tableau 3.18 donne un résumé des effectifs des écoles publiques, des écoles séparées, des écoles élémentaires en général ainsi que des écoles secondaires en général de 1967 à 1986.

Notez, dans la première colonne, l'accroissement de la population totale dont nous parlions. Remarquez que les effectifs des écoles publiques ont atteint leur maximum de 1,047,055 en 1970, mais descendront à 830,425 en 1986 ce qui constitue une baisse de 216,000 élèves ou 20.7% pour toute la province.

TABLEAU 3.18

VINGT ANS DE CROISSANCE DE LA POPULATION ET D'EFFECTIFS SCOLAIRES
ONTARIO: 1967 A 1986

ANNEE		POPULATION TOTALE	EFFECTIFS SCOLAIRES				
			ECOLES ELEMENTAIRES			TOTAL DES ECOLES SECONDAIRES	TOTAL
			PUBLIC	SEPARE	TOTAL		
1967		7,127,000	1,002,555	402,497	1,405,052	463,736	1,868,788
1968		7,262,000	1,021,676	408,914	1,430,590	500,807	1,931,397
1969		7,385,000	1,042,561	413,556	1,456,117	530,679	1,986,796
1970	P	7,551,000	1,047,055	418,433	1,465,448	556,913	2,022,401
1971	A	7,703,000	1,034,703	422,137	1,456,840	574,520	2,031,360
1972	S	7,834,000	1,022,935	422,166	1,445,101	583,013	2,028,144
1973	S E	7,939,000	998,668	424,217	1,422,885	585,725	2,008,610
1974		8,094,000	977,545	427,294	1,404,839	589,650	1,994,489
1975		8,226,000	961,625	427,853	1,389,478	605,160	1,994,638
1976		8,264,000	937,292	422,793	1,360,085	613,055	1,973,140
1977		8,409,000	912,210	416,740	1,328,950	615,232	1,944,182
1978		8,529,000	886,305	409,899	1,296,204	613,928	1,910,132
1979		8,653,000	869,342	404,663	1,274,005	601,903	1,875,908
1980	P	8,778,000	858,990	400,777	1,259,767	579,416	1,839,183
1981	R	8,904,000	852,560	397,657	1,250,217	552,799	1,803,016
1982	E V	9,032,000	847,346	396,193	1,243,539	527,629	1,771,168
1983	U	9,161,000	841,508	394,653	1,236,161	511,302	1,747,463
1984		9,291,000	834,912	392,812	1,227,724	506,553	1,734,277
1985		9,421,000	830,897	391,219	1,222,116	505,811	1,727,927
1986		9,549,000	830,425	390,267	1,220,692	502,728	1,723,420

(Avec ces totaux provinciaux, on doit se rappeler cependant que certaines régions ont gagné alors que d'autres ont beaucoup perdu.) Le maximum d'effectifs, pour les écoles catholiques-romaines séparées, s'est produit aussi tard que 1975 à raison de 427,853 élèves et on en prévoit 390,267 pour 1986, soit une baisse de 37,586 élèves ou 8.8%.*

Ainsi, l'année 1970 vit les effectifs du primaire atteindre leur maximum avec 1,465,448 élèves et ce nombre sera réduit à 1,220,692 en 1986, ce qui correspond à une diminution de 244,756 élèves ou de 16.7%. Pour ce qui concerne les effectifs du secondaire, 1977 devrait constituer un maximum avec 615,232 élèves qui devraient revenir à 502,728 en 1986, ce qui correspond à une diminution de 112,504 élèves ou de 18.3%.

Dans certaines régions comme Etobicoke, North York, Toronto et Ottawa, on prévoit que les diminutions iront jusqu'à 50% aussi bien dans les écoles publiques que dans les écoles séparées.

Pour tenir compte de ces changements, des modifications structurelles peuvent être entreprises telles que la fermeture de toutes les écoles publiques seniors et des écoles secondaires juniors, par exemple. En fait, un des conseils scolaires dans l'Ontario de l'Est a déjà supprimé l'école senior spéciale de grades 7 et 8 et a transféré ses élèves dans les autres écoles pour préserver les écoles communautaires. Une proposition pour la ville de Toronto, que discute actuellement Duncan Green, le directeur, vise à entièrement dégager le programme de son arrangement structurel afin d'atteindre ainsi

---

* Tous les facteurs comptant pour la différence entre les écoles privées et séparées sont connus. Les diminutions moins rapides dans les écoles séparées peuvent avoir été le résultat d'une expansion de services pour accepter plus d'enfants catholiques dans les jardins d'enfants juniors et seniors et aux grades 9 et 10. La planification familiale n'a été acceptée que plus tard.

un haut niveau de souplesse qui suffirait sans doute à résoudre d'une façon satisfaisante les problèmes pressants auxquels font face les systèmes.

J'admets sans réserve, franchement et avec plaisir que j'ai une impression très favorable du calme et de l'assurance dont ont fait preuve la plupart de nos conseils scolaires et leurs employés devant leurs problèmes et de l'ingéniosité extraordinaire qu'ils ont exhibé en concevant des plans qui s'appliquent à tous les concours de circonstances imaginables. Les conseils et leurs représentants n'ont jamais manifesté la moindre velléité d'éviter les questions ou de cacher toute la réalité au contribuable. En cas de difficultés, comme cela arrive de temps à autre, ils serrent les rangs et sont toujours présents à l'appel.

Comme dernier exemple, je décris la situation du conseil scolaire de Vancouver au tableau 3.19. Celui-ci m'a été envoyé il y a quelque temps par les responsables qui ont fait les prévisions pour le conseil. Malgré qu'ils aient à faire face à une baisse de plus de 55%, ils préparent calmement, méthodiquement et à l'avance des plans pour parer au fur et à mesure à toutes les situations et pour éviter qu'une vraie crise n'ait lieu. Je cite le cas de cette méthode parce qu'elle correspond tellement bien à ce qui se fait ici en Ontario. Nous ne pouvons pas éviter les difficultés mais nous pouvons prévoir les problèmes et élaborer des solutions adéquates. En nous attelant à résoudre ensemble ces problèmes, nous en retirerons un bénéfice inestimable et nous sortirons, peut-être, plus maigres de ces épreuves mais tout de même plus forts.

Il est un fait clair dont nous pouvons être fiers: les éducateurs à tous les niveaux, du commissaire chevronné à l'enseignant novice enthousiaste, sont bien déterminés à préserver la qualité de nos programmes éducatifs. Nous les adultes souffrirons un peu peut-être, mais surtout pas les enfants.

TABLEAU 3.19

EFFECTIFS PASSES ET PRESENTS DANS LE CONSEIL SCOLAIRE DE VANCOUVER

	Année scolaire commençant en	EFFECTIFS (EDUCATION SPECIALE EXCLUE)					
		Elémentaire Jardins d'enfants et Grades 1-7		Secondaire Grades 1-12		Total	
		Effectifs	Indice	Effectifs	Indice	Effectifs	Indice
PASSES	1966	45,114	1000	24,901	896	70,015	988
	1971	43,084	955	27,779	1000	70,863	1000
	1976	34,402	763	27,122	976	61,524	868
PREVUS	1980	29,228	648	22,081	795	51,309	724
	1985	25,128	557	18,480	665	43,608	615
	1990	22,635	502	15,147	545	37,782	533
	2000	19,270	427	12,253	441	31,523	445

Questions et problèmes

1. La question cruciale qui se pose à ce stade concerne la tendance probable du taux de fécondité: continuera-t-il à baisser? se stabilisera-t-il? ou bien augmentera-t-il? Des enquêtes périodiques sur les dimensions de familles à venir devraient peut-être être menées par le TEIGA, Statistique Canada, l'un ou l'autre, ou dans une entreprise conjointe sur la base d'un échantillonnage aux fins d'un sondage d'opinion.

2. En même temps que le nombre d'élèves ordinaires diminue:

   (a) Est-ce que le gouvernement provincial s'attend à réduire le montant de l'aide accordée sous forme de subventions législatives?

   (b) Est-ce que le contribuable doit s'attendre à ce que le montant de ses impôts diminuera dans la même proportion, c'est-à-dire que le coût unitaire n'augmentera pas et que le total des dépenses scolaires diminuera dans la même proportion que les effectifs scolaires?

3. Notre politique sera-t-elle d'étendre nos services aux élèves ordinaires sous forme de classes de moins d'élèves et d'un plus grand nombre d'options et de programmes spéciaux?

4. Notre politique sera-t-elle d'étendre nos programmes à d'autres groupes et par conséquent de maintenir ou d'augmenter les effectifs totaux? Pouvons-nous attendre des services pour

   (a) les classes de maternelle pour les enfants de 2 et 3 ans?
   (b) les garderies pour les enfants de 6 mois à 2 ans?
   (c) les adultes qui travaillent?
   (d) les adultes en activités culturelles et en loisirs?
   (e) les citoyens du troisième âge en loisirs et animation?

5. Les programmes scolaires devraient-ils être étendus à tous les groupes pour englober les loisirs, les passe-temps, les intérêts spéciaux, la motricité, etc?

6. Des services éducatifs devraient-ils être prévus en dehors des écoles dans

   (a) des foyers d'animations?
   (b) des programmes travail-études?
   (c) des programmes d'enseignement dans le monde des affaires et dans l'industrie?

7. Si les programmes doivent être réduits à cause de la baisse des effectifs, lesquels doivent être supprimés et pourquoi?

8. Existe-t-il un programme minimum qui doit être assuré, même dans les petites écoles, sans considération du coût?

Chapitre 4

La baisse des effectifs et le curriculum

I.

INTRODUCTION

L'expansion simultanée des effectifs scolaires et de l'économie ont permis de mettre sur pied un ensemble de programmes scolaires très diversifié et très spécialisé dans le cas particulier des écoles secondaires. L'école à salle de classe unique est virtuellement une chose du passé maintenant que nous disposons de plusieurs salles de classe par grade dans les écoles élémentaires et de multiples versions pour chaque cours dans les écoles secondaires. Nos programmes scolaires ont comme caractéristiques, entre autres, la complexité et la variété.

Ce trait a conduit la Commission à son sujet central de préoccupation qui est en l'occurrence le rôle de la baisse des effectifs sur le curriculum. Le rôle de la baisse des effectifs sur les bâtiments scolaires, les finances, l'assiette d'impôts et autres toucheront les curricula de nos études et, par conséquent, l'éducation de nos enfants. Afin de planifier notre avenir et de tenir compte d'une façon réaliste de la baisse des effectifs scolaires et des ressources, nous devrons nous assurer que ce que les élèves attendent des programmes et les buts éducatifs de notre société ne soient pas ignorés, ce qui n'est pas chose facile vu les circonstances actuelles.

II.

L'HISTOIRE DU CURRICULUM EN ONTARIO

Les questions sur le chômage, sur les droits et la protection du travailleur, sur le bien-être social et, dans l'éducation, sur les appels réclamant le retour aux bases dans un climat politique immodéré de débats sur l'enseignement[9], font écho tandis que l'on s'éloigne d'une société optimiste basée sur la croissance. Ce climat critique, auquel s'ajoute les tensions causées par des effectifs et des ressources en baisse, est propice aux propositions de grandes réductions dans la souplesse et dans la variété des programmes. La Commission croit cependant qu'il n'est possible d'interpréter la situation actuelle seulement en examinant notre passé. L'histoire nous apprendra alors ce que nous avons gagné et ce que nous avons perdu au fil des années.

LE CURRICULUM, LES VALEURS ET UNE CONCEPTION COMMUNE DE L'ECOLE

Les curricula de nos écoles ont la propriété étrange de ne pas découler d'une science particulière mais plutôt de délibérations publiques, professionnelles, bureaucratiques et du système scolaire indiquant ce que l'on doit enseigner aux enfants. Ce processus d'élaboration de curricula est essentiellement politique et représente le flux et le reflux des valeurs et un banc d'essai d'opinions. Ce processus de clarification de valeurs par délibération, qui engendre le programme, correspond à la nature des questions de programmes qui, au fond, sont des questions de valeurs. Quelles connaissances sont les plus importantes? Qu'enseignerons-nous? Comment l'enseignerons-nous? Quels sont les sujets de base? Combien faut-il insister sur les sujets de base? Qui doit élaborer les curricula? Ces questions ne sont résolues ni scientifi-

---

[9]Williams, Thomas R., "Leaders or Lemmings?" Education Canada, Vol. 16, Eté 1976, 28-35.

quement ni techniquement bien que ces deux méthodes puissent être utilisées pour des décisions sur les valeurs. Ainsi, la pédagogie, en tant que science, peut s'attacher à étudier la nature de l'enseignement inquisiteur, mais déterminer si l'on devrait enseigner par inquisition est tout autre chose. On peut concevoir des méthodes pour l'élaboration des curricula par exemple, ou la conception d'ateliers de développement professionnel ou pour le fonctionnement d'une école mais le problème du contenu des programmes et des ateliers de perfectionnement professionnel ou des besoins d'une école sont toutes des questions de croyances et de valeurs.

Bien sûr, la science et la technologie ne sont pas facilement dissociées de nos croyances sur l'éducation. Elles s'influencent mutuellement et changent en même temps. Qu'il se fasse une recherche sérieuse sur l'apprentissage inquisiteur et qu'une technique bien conçue et éprouvée pour son enseignement existe et notre enseignement tendra à suivre ce but. Les programmes ne font pas une distinction nette entre la fin et les moyens. C'est tout de même la fin qui domine notre conception des écoles. Notre conception de ce qu'est une personne instruite et nos conceptions et nos ambitions pour ce qui concerne la société nous font avancer. L'appel pour le retour aux bases en est un exemple. C'est là un souhait, dans sa forme la plus simple, que tous les membres de la société aient une base commune de connaissances et d'aptitudes. La science ne peut pas décider si cela est bon, mauvais ou neutre pour la société. C'est une question de valeurs. Les droits des enseignants, ceux des parents, des responsables d'écoles et le degré de centralisation ou de décentralisation dans notre gouvernement et notre contrôle de l'enseignement sont toutes autant des questions de valeurs.

L'histoire de notre curriculum est par conséquent l'histoire de nos va-

leurs et de la forme que celles-ci ont prise dans les pratiques scolaires. En gros, l'histoire de notre programme est l'histoire de notre conception populaire de l'école. Dans la mesure où nous avons raison de voir le programme et son histoire sous cet angle, il s'ensuit que les problèmes essentiels de l'effet de la baisse des effectifs sur le programme sont d'ordre philosophique. Il est vrai que nous pouvons nous délester d'un programme par ci et d'un enseignant par là sans rien changer au système de valeurs sous-jacent. Mais des propositions de changement de programme en profondeur dans ce sens influenceront inévitablement le système des valeurs ayant traits au programme et à nos conceptions communes.

LES EVENEMENTS HISTORIQUES MAJEURS

Il n'existe pas d'étude complète de l'histoire du curriculum de la province de l'Ontario mais une telle étude pour la période 1937-1975 a été commanditée et sera publiée ultérieurement sous forme d'annexe. Cependant, l'historique bref présenté ci-après a été reconstitué à partir de plusieurs sources. Les volumes personnels de Fleming, Ontario's Educative Society[10] et Education: Ontario's Preoccupation[11] étaient nos principales ressources. Il y avait aussi un mémorandum du ministère de l'Education[12], deux allocutions de Kel Crossley, [13,14] ancien directeur du curriculum au ministère de l'Educa-

---

[10] Fleming, W.G., Ontario's Educative Society, 7 volumes, (Toronto: Imprimerie de l'université de Toronto, 1971).

[11] Fleming, W.G., Education: Ontario's Preoccupation, (Toronto: Imprimerie de l'université de Toronto, 1972).

[12] Young, Don, "A Brief Summary of Curriculum Revision in the 1950's", (Toronto: Département de l'Education, miméo, 25 novembre 1974).

[13] Crossley, J.K., "Curriculum Development in Ontario", allocution prononcée devant l'association des principaux des écoles publiques de l'Ontario du Nord, octobre 1971.

[14] Crossley, J.K., "Planning a Creative Curriculum", allocution prononcée à la conférence des responsables de l'enseignement de London, février 1970.

tion, un article de Doris Ryan[15] sur le système de crédits en Ontario qui lui-même s'inspirait largement de la thèse de doctorat de John Stapleton,[16] un mémorandum préparé aussi pour le groupe de travail par Wilf Wees intitulé "L'autonomie de l'enseignant et les études permanentes". D'autres détails ont été puisés ici et là dans différentes sources, mais celles mentionnées sont les principales.

Il y a eu beaucoup de lois, d'événements, de personnes et de propositions liés à tout cela et le choix que nous avons fait pour faire ressortir certains de ces éléments sera sûrement remis en question par ceux qui trouveront que certains moments historiques ont été mal rapportés ou oubliés. Quoi qu'il en soit, ce choix nous permet d'esquisser l'évolution progressive du curriculum qui, bien qu'interrompu de temps en temps par des cycles et des événements particuliers est tout de même ancré dans des croyances et des valeurs d'une conception générale qui remonte à bien des années. Les moments importants de l'histoire du programme de l'Ontario sont résumés au tableau 4.1.

Pour rester brefs, nous restreindrons notre discussion de la conception dynamique du curriculum en Ontario à trois éléments: la place de l'école dans l'éducation d'un enfant, les buts de l'enseignement et le développement du programme.

---

[15] Ryan, Doris W., "Policy Making in Secondary School Curriculum: The Rise and Demise of the Individualized System", article présenté au Institute for Educational Leadership, (Toronto: Miméo, octobre 1977).

[16] Stapleton, John, "The Politics of Educational Innovations: A Case Study of the Credit System in Ontario", Thèse de doctorat non publiée, Univ. of Toronto, 1974.

TABLEAU 4.1

MOMENTS PRINCIPAUX DE

L'HISTOIRE DU CURRICULUM EN ONTARIO

ANNEES	LE MOMENT
1846-1876	L'époque Ryerson.
1871	Loi pour l'amélioration des écoles communes et de grammaire.[17]
1876-1930.	Centralisation continue du contenu et du contrôle du curriculum.
1937	Programme d'études pour les grades 1-6 (Le Petit Livre Gris)[18], système de grades introduit.
circa 1945	Le système scolaire amorce une expansion rapide.
1949	Memorandum: Révision des curricula, département de l'Education (Le plan Porter).[19]
1950	Rapport de la Commission royale sur l'Education en Ontario, (La Commission Hope).[20]
1950	Mémorandum: promotion du grade 8 et passage au grade 9 (curriculum: 2).[21]
	Mémorandum: création de comités régionaux du curriculum (curriculum: 3).[22]
1951	Curriculum 1:1, programme des cours de la division intermédiaire.
1962	Programme d'études réorganisé pour les écoles secondaires de l'Ontario (plan Robarts).[23]
1963	Design for learning (N. Frye, Ed., Comité conjoint du conseil de l'Education de Toronto et de l'université de Toronto.[24]
1968	Comité provincial des buts et objectifs de l'Education dans les écoles de l'Ontario, vivre et apprendre (Rapport Hall-Denis).[25]
	Des écoles secondaires françaises sont légiférées en Ontario.[25(a)]
1969	Réorganisation administrative des conseils scolaires.
1966-1971	Révision intérimaire des séries de directives PIJI (remplaçant le Petit Livre Gris).
1970	Période de retranchement.
1976	Sept crédits d'écoles secondaires deviennent obligatoires.[27]

17 Ontario, Lois, arrêtés etc., Loi pour l'amélioration des écoles communes et de grammaire de la province de l'Ontario, 1871.

18 Département de l'Education de l'Ontario, Programme d'études pour les grades 1 à 6 des études publiques et séparées, 1937.

19 Département de l'Education de l'Ontario, Rapport du ministre, 1949 (Toronto: papier #12 de l'assemblée, 1951) p. 9.

20 Rapport de la Commission royale sur l'Education en Ontario, 1950, J.A. Hope, président (Toronto, Imprimerie du Roi, 1950).

21 Young, Don, "Résumé de la révision du curriculum", p. 2.

22 Ibid., p. 3.

23 Ryan, "Politique du curriculum", p. 3.

24 Frye, Northrop, Ed., Design for learning, rapports soumis au comité conjoint du conseil de l'éducation de Toronto et de l'université de Toronto (Toronto: presses de l'université de Toronto, 1962).

25 Comité provincial sur les buts et objectifs de l'Education dans les écoles de l'Ontario, Living and Learning (Toronto: publication Newton, 1968).

25a Ontario, loi, arrêtés etc., Loi pour amender la Loi sur les écoles secondaires et les conseils de l'éducation, 1968.

26 Davis, W.G., Allocation sur le système de crédits devant le conseil des coordonnateurs d'écoles secondaires de l'Ontario, le 27 mars 1969.

27 Lind, Loren, "Famous afternoon on the pier limits students' choices", le Globe & Mail, le 23 juillet 1977, p. 50.

L'EDUCATION ET L'ECOLE

Il y a beaucoup de choses à apprendre en revoyant les changements radicaux dans le système de l'éducation au Canada, surtout qu'ils se sont produits dans un laps de temps relativement court. Comme le faisait remarquer Janzen:

> On n'a pas besoin de remonter cent cinquante ans dans l'histoire du Canada pour ne trouver que des écoles assurées par des organisations religieuses et charitables et un autre petit nombre ayant les moyens et la volonté d'en entretenir. Les buts de l'enseignement épars étaient déterminés par ceux qui le dispensaient. Aujourd'hui, nous avons des écoles publiques partout au Canada. Les gens décident de ce qu'ils veulent et ils s'imposent une contribution en conséquence pour le financement de ces institutions. Sous le contrôle public, les générations successives décident des fins et des moyens de l'éducation. Ainsi, un changement fondamental dans le contrôle, l'administration et le caractère de l'éducation s'est produit.28

Il est donc bien légitime et même souhaitable de continuer de discuter, de critiquer et en général d'améliorer le curriculum des écoles. Quoi qu'il en soit les critiques d'aujourd'hui semblent pareilles à une discussion pour décider d'ajouter ou non de la crème au gâteau lorsqu'on les compare à la période pionnière du Canada allant jusqu'au temps de Ryerson. Autrefois, l'enseignement de base était dispensé à la maison, à l'église et le peu d'écoles qu'il y avait étaient d'un caractère élitiste. Leur but était de former des dirigeants qui seraient appelés à aller dans les professions libérales ou à prendre un rôle actif dans le gouvernement.

L'évolution vers l'égalité dans l'enseignement

Quelques mesures ont été prises au début du XIX^{e} siècle dans le sens de l'égalité de tous les enfants dans l'enseignement. En 1807, la Loi pour l'établissement d'écoles publiques dans tous et chacun des districts de la pro-

---

28 Janzen, Henry, Curriculum Change in a Canadian Context (Toronto: Publication Gage Educational, 1970), p. 25. Le texte original n'est pas souligné.

vince adoptée.[29] En conséquence de cette Loi, il y avait quelque 40 à 50 écoles secondaires ("de grammaire") en Ontario dès la fin des années 1830. Parmi celles-ci, 13 seulement étaient des écoles publiques. Les autres étaient privées. Toutes visaient à la formation de dirigeants. Au cours du premier quart du XIX^{e} siècle, quelques efforts furent faits pour centraliser les écoles élémentaires "communes" mais abandonnés avant 1833. Les enseignants de cette période n'avaient pas de formation particulière et "étaient souvent des militaires en retraite ou des nouveaux venus qui n'étaient ni qualifiés ni formés pour les entreprises plus lucratives".[30] La notion du droit de tous les élèves à l'enseignement était pour ainsi dire inexistante. En fait, comme le note Janzen: "Le meilleur soutien public à l'éducation au début du XIX^{e} siècle était celui qui allait aux écoles secondaires "de grammaire" plutôt qu'aux écoles élémentaires "communes"".[31] Les écoles "de grammaire" étaient bien sûr celles de la minorité privilégiée.

L'introduction du soutien financier public à l'éducation constitue peut-être le trait le plus significatif de la période par rapport au concept de l'école pour tous. Il existait déjà à l'époque une distinction entre l'école publique et l'école privée.

L'ère de Ryerson constitue peut-être la période la plus importante dans le développement de l'école pour tous. Egerton Ryerson était un personnage tellement important que les ministères de l'Education et des Collèges et Universités remarquaient dans leur soumission au Comité de Revue de l'Education de l'Organisation de Coopération et de Développement Economique (OCDE), "C'est

---

[29] Cité dans un rapport soumis à l'OCDE par les ministères de l'Education et des Universités et Collèges de l'Ontario: Revue de la politique de l'éducation au Canada: Rapport de l'Ontario, (1975), p. 3.

[30] Ibid.

[31] Janzen, Curriculum Change, pp. 29-30.

lui qui a créé le système scolaire de l'Ontario... au cours de la période allant de 1850 à 1870, il a réussi à convaincre 4000 conseils sur 4400 à financer l'éducation entièrement par imposition locale et à assurer ainsi un enseignement gratuit".[32] Les effectifs des écoles "communes" virent un accroissement presque double de celui de la population et le temps qu'un enfant passait à l'école avait pratiquement doublé à la fin de l'ère Ryerson.

La Loi de 1871 pour l'amélioration des écoles communes et de grammaire de la province de l'Ontario[33] constitue probablement le fait le plus marquant de l'époque. Ceci constituait, selon Fleming, "Le premier effort sérieux... pour instaurer un curriculum qui puisse intéresser ceux qui ne se destinaient pas à l'université".[34] Pour la première fois, l'école devenait obligatoire et on faisait la distinction entre les "collèges" et les "écoles secondaires", les uns préparant à l'université et les autres étant pour l'instruction générale. L'admission dans l'une ou l'autre de ces voies scolaires était régie par un examen d'entrée à l'école secondaire prévu aussi par la Loi. Ryan note que le caractère élitiste de l'époque se reflète dans les résultats des examens: sur 85,000 élèves, 22,000 se présentèrent à l'examen du grade 8 en 1890/1891 et parmi ces derniers, 12,000 seulement réussirent.[35]

La conception de l'école pour tous se renforça encore en 1921 lorsque l'école devint obligatoire jusqu'à l'âge de 16 ans. En même temps, le nombre de sujets obligatoires pour toute la scolarité fut réduit. On trouvait bien sûr des gens qui s'opposaient à l'école obligatoire arguant qu'on gardait les enfants à l'école pour des raisons artificielles. Il est probable, en fait,

---

[32]Ministères de l'Ontario, Rapport de l'Ontario, p. 5.
[33]Fleming, Education: Ontario's Preoccupation, p. 179.
[34]Ibid.
[35]Ryan, "Policy Making in Curriculum", p. 3.

que ce point de vue était justifié pour le cas de bien des enfants des régions rurales du temps où la Loi fut adoptée. De plus, beaucoup voyaient dans l'école obligatoire un choix forcé plutôt qu'une égalité de choix. Il est vrai aussi que l'Ontario, comme d'autres systèmes scolaires en principe, a toujours eu tendance à donner une forme légiférée à ses conceptions. Ces critiques de l'école obligatoire visent cependant plus la mise en pratique que l'idée elle-même. Il n'en reste pas moins que celle-ci reflète la croyance dans l'école pour tous.

Cette conception fut encore stimulée par l'abandon de l'examen d'entrée dans les écoles secondaires dans toutes les écoles de la province en 1949. Après cela, deux voies possibles s'offraient à tous les élèves: le diplôme de fin d'études secondaires et le diplôme d'honneur de fin d'études secondaires, ce dernier préparant à l'université et étant décerné à la fin du grade 13.

Le plan Robarts de 1962 poussa la diversification encore plus loin en introduisant la structure de "branches et programmes" dans les écoles secondaires.[36] Les sciences et les arts, la gestion et le commerce et les sciences techniques et métiers constituaient les trois branches. Chaque branche se divisait en programmes de quatre ou cinq ans. Des modifications dans chaque programme permettaient aux élèves de suivre un programme réduit et de quitter l'école après l'âge de 16 ans s'ils le désiraient. De ce système réorganisé résulta une augmentation de 10% de 1961 à 1968 dans le pourcentage des jeunes de 15 à 19 ans allant à l'école. Un résumé de la situation générale des effectifs est donné au tableau 4.2. La branche des arts et des sciences en cinq ans était la voie principale de l'université et en 1968/1969 199,252 élèves, soit 42% du total, la suivaient. La majorité ne se destinait

---

[36] Ibid.

TABLEAU 4.2[41]

EVOLUTION DES EFFECTIFS SCOLAIRES DU SECONDAIRE
PAR "BRANCHE ET PROGRAMME"
ENTRE 1963-64 ET 1968-69

Année	Arts et Sciences			Gestion et Commerce				Science, Techniques et Métiers				TOTAL
	5	4	2	5	4	2	1	5	4	2	1	
1963-64	218,271	7,911	355	13,012	49,569	2,575	2,988	12,741	36,715	2,466	35	346,638
1964-65	221,177	13,094	216	15,031	58,166	2,534	3,599	15,793	42,745	2,000	22	374,462
1965-66	218,711	18,371	160	18,324	65,555	2,577	--	19,087	47,978	2,217	--	392,980
1966-67	216,605	19,918	--	21,046	70,313	2,746	--	22,238	52,744	2,277	--	407,887
1967-68	223,162	21,591	--	22,004	76,902	2,572	--	25,586	58,802	2,991	--	433,530
1968-69	199,252	25,120	41	25,178	80,125	2,202	--	29,821	64,469	3,255	--	469,550

Source: Département de l'éducation de l'Ontario, Rapports du ministère.

[41] Ce tableau (dont les données proviennent des rapports du ministère) est tiré du rapport de W.G. Fleming, The Expansion of the Edutional System, Vol. 1 of Ontario's Educative Society (Toronto: University of Toronto Press, 1971), p. 115.

donc pas à l'université. De plus, le plan Robarts tenta d'encourager le public à mieux voir l'enseignement professionnel au niveau secondaire. Bien que beaucoup restaient sceptiques devant cette tentative, les réclamations sur les besoins du programme donnèrent une impulsion pour la création de collèges d'arts et métiers qui semblent maintenant se distinguer par la capacité de leurs anciens élèves de se trouver un emploi.

L'égalité de l'enseignement était alors presque complète. Pour la plupart, les écoles s'occupaient dès lors de dispenser un enseignement égalitaire à tous les enfants jusqu'à 16 ans plutôt que de s'en tenir à perpétuer l'élite. Les programmes étaient faits pour s'adapter aux besoins des élèves.

Quatre autres développements vinrent couronner l'évolution vers l'égalité de tous dans la conception du programme de l'Ontario. Ceux-ci étaient l'abolition de l'examen du grade 13 et les effets conjugués du rapport Hall-Dennis avec le système de crédits des écoles secondaires. L'établissement d'écoles secondaires de langue française en était le quatrième.

Fleming parla de l'abolition du système d'examen départemental comme étant "un événement des plus importants pour l'éducation au XX^{e} siècle en Ontario".[37] Ces examens constituaient la base principale d'admission à l'université. Ils étaient administrés par le département de l'Education et étaient préparés en grande partie par des professeurs d'université. Dans la mesure, que beaucoup estiment considérable, où ils triaient les élèves sur la base de leur couche socio-économique autant que sur la base de leurs aptitudes, les examens allaient à l'encontre du concept de l'égalité. Bien que l'on pouvait arguer que tout le monde était libre de se présenter à l'examen, on pouvait

---

[37]Fleming, Education: Ontario's Preoccupation, p. 209.

aussi avancer que ceux qui y réussissaient étaient ceux qui venaient de familles et de milieux sociaux riches et variés. Les culturellement riches réussissaient aux examens et devenaient plus riches tandis que les pauvres échouaient et devenaient plus pauvres.

Le dernier événement que nous relaterons dans le développement du concept égalitaire est celui des effets conjugués du rapport Living and Learning [38] (Vivre et apprendre) de Hall-Dennis et de l'introduction du système de Crédits Davis[39] et de la circulaire HSla[40] pour les écoles secondaires qui, bien que facultative à l'origine, devint obligatoire en 1972. Le système de crédits remplaça le système de "branches et programmes" par quatre domaines d'études - les communications, les sciences sociales, les sciences pures et appliquées et les arts. Une valeur en crédits était attribuée à chaque cours et les élèves devaient en accumuler 27 pour obtenir leur diplôme de fin d'études secondaires. Aucun cours n'était obligatoire bien qu'on attendât des élèves qu'ils équilibrassent leur programme dans les quatre domaines.

Ainsi, avec l'abandon de l'examen du grade 13, l'introduction du système de crédits et l'établissement d'écoles secondaires de langue française, la diversité des voies aux études avancées ouvertes aux élèves s'en trouvait multipliée. Dans une certaine mesure, le tri des élèves selon leur couche socio-économique se faisait moins puisque les élèves étaient désormais, en principe du moins, autorisés à choisir leurs 27 crédits selon leur intérêt, leur langue, leurs besoins et leurs aptitudes. Comme on pouvait s'y attendre, ce système a été l'objet de nombreuses critiques et de nombreux articles dans les journaux; des rapports et des discours ont été écrits et des études de recher-

---

[38] Comité provincial de l'Ontario, Vivre et apprendre, 1968.
[39] Davis, allocution devant le Conseil des directeurs d'écoles, 1969.
[40] Ryan, "Policy Making in Curriculum", p. 12.

che sur des sujets connexes de l'éducation ont été entreprises. Quelles que soient les faiblesses d'un tel système, il faut dire que le système de crédits de pair avec l'abolition des examens de fin de scolarité a contribué positivement au concept égalitaire de l'Ontario. De plus, il faut aussi remarquer que l'éducation spéciale, le multiculturalisme, le bilinguisme et l'étude d'une deuxième langue constituent des engagements visibles du ministère de l'Education à l'égalité dans les écoles.[42]

Le premier ministre de l'Ontario, M. Davis lui-même, a récemment réitéré ce concept. Dans une déclaration synoptique, M. Davis écrivait en décembre 77:

> L'objet du ministère de l'Education est d'arriver à la qualité et à l'égalité de l'enseignement pour tous. Le ministère parraine un grand éventail de possibilités si bien que chaque individu peut avoir accès à une instruction valable et peut s'engager dans des études plus avancées selon ses besoins et ceux de la société.
>
> Le ministère doit s'assurer, en légiférant ou autrement, que les objectifs suivants sont atteints:
>
> (i) Un éventail complet de programmes éducatifs, culturels et récréatifs;
>
> (ii) Un personnel qualifié pour ces programmes et activités;
>
> (iii) Des locaux adéquats pour les activités reconnues de l'enseignement; et
>
> (iv) Une répartition équitable des ressources financières à sa disposition pour poursuivre les objectifs ci-dessus. 42a

---

[42] Wells, T.D., Allocution sur les droits des Francophones en éducation à l'AFCFO, Ste. Adèle, Québec: le 21 juillet 1975.
Wells, T.L., Allocution sur l'éducation spéciale au CED, London, Ontario: le 6 novembre 1976.
Wells, T.L., Déclaration sur les nouveaux programmes de français comme langue seconde, Queen's Park: le 4 mai 1977.
Davis, W.G., Discours sur le multiculturalisme et les langues d'héritage, Queen's Park: le 4 mai 1977.

[42a] Davis, William, G., "Les chefs politiques disent les choses comme ils les voient", Nouvelles du service public, le 1er décembre, 1977, p. 13.

Etendre les buts

Au moment de la rédaction de ce chapitre, on ne trouve pas grand chose qui permette de reconstituer avec confiance l'évolution des buts du système d'éducation de l'Ontario. En fait, nous avons commandité une étude des buts, contenus et autres, comme le traduisent les directives du ministère et autres documents de politique du genre. Nous supposons par intuition que cette étude découvrira ce qui est indiqué à la fin de cette section.

Il y a plusieurs façons d'organiser et de classer les buts des curricula. Bien que les auteurs d'études sur les curricula ne soient pas d'accord sur l'utilité d'une classification quelconque, tous les systèmes sont quand même utiles, dans ce sens qu'ils s'attachent à toute variété d'intentions au-delà de l'étude du contenu. Il est bien trop facile de considérer les buts du curriculum comme n'étant que la liste des différents contenus et leur progression à travers la scolarité, tel que le programme d'enseignement des sciences depuis le jardin d'enfants jusqu'au grade 13. Le curriculum de l'Ontario n'a jamais été présenté d'une façon aussi limitée. Depuis plusieurs années en fait, une évolution se dessine dans les documents du ministère de l'Education qui tendent à énoncer un minimum de buts du jardin d'enfants au grade 13 et qui font état de buts et d'objectifs pour des sujets plus spécifiques dans les documents auxiliaires. Quoi qu'il en soit, le choix de buts possibles, sous forme, peut-être, de classifications possibles dans une relation d'ordre de l'intention des programmes, n'a jamais été présenté adéquatement ni discuté ni utilisé dans l'organisation du programme de l'Ontario. Un tel système de classification, ou tout autre système équivalent, faciliterait les discussions sur ce qu'on entend par les sujets de base, l'intention qui accompagne l'enseignement de toute matière et quels contenus et intentions devraient être renforcés, changés ou retirés du programme dans un temps de baisse des effec-

tifs. En bref, le sujet des buts de l'éducation en Ontario restent à discuter.

Prenez, par exemple, le système suivant récemment présenté par Foshay à un séminaire d'OISE: intellectuel, émotif, social, esthétique, physique et spirituel.[43] Sans aller plus loin dans le détail, il est clair que ce cadre offre déjà une base précise pour considérer ce qui devrait ou ne devrait pas être inclus dans un curriculum scolaire. Nous ne proposons pas ce système de classification en particulier, mais nous pensons que quelque chose du genre aiderait notre compréhension des buts des programmes scolaires.

Notre compte rendu de l'histoire du contenu du curriculum et nos quelques remarques sur les autres dimensions des buts de la scolarité remontent à la période d'avant Ryerson. Au début du XIX^{e} siècle, l'enseignement insistait sur les sujets de base comme la lecture, l'orthographe, la rédaction, l'arithmétique, grammaire de base, la géographie et l'histoire de la Grande-Bretagne. Comme nous le faisions remarquer, l'intention principale du curriculum, tout au moins à l'école secondaire, était de trier les chefs. Fleming notait:

> Le Haut Canada avait besoin, pour une administration coloniale qui se faisait selon des principes aristocratiques, d'un groupe de jeunes gentlemen que l'on pouvait facilement distinguer du reste de la population. La compétence administrative dont ils avaient besoin pouvait s'acquérir dans la pratique. Ce qu'ils apprenaient, en plus des sujets de base, n'avait que peu d'importance, pourvu que cela ait un caractère inaccessible à la plupart des autres.44

Les buts du curriculum étaient donc assez clairs et les sujets de base étaient les plus importants. De plus, il ne semble pas que l'on avait beaucoup de foi et de confiance dans les possibilités de développement intellectuel chez les enfants. La curiosité intellectuelle, qui est la base de notre conception actuelle de l'enseignement, était tenue pour de l'impudence, d'après

---

[43] Foshay, A.W., Séminaire OISE, février 1978.
[44] Fleming, Education: Les préoccupations de l'Ontario, p. 177.

Fleming, et devait être punie. Ceci a changé radicalement au cours des années.

Dès le milieu du XIX^{e} siècle, une école divisionnaire senior faisait une liste du détail de son programme comme suit: lecture, écriture, géographie sacrée, histoire, économie politique, dictée, science, rédaction, dessin, comptabilité, arithmétique, grammaire, composition, géographie, dessin de cartes, algèbre, géométrie, chant et poésie.[45] Il semble donc que la variété a longtemps été caractéristique de l'histoire du curriculum en Ontario.

A l'époque de Ryerson, le contenu fut augmenté si bien que les écoles secondaires donnaient un choix de 19 sujets dès 1871. On comptait désormais parmi les sujets la musique, la tempérance, l'exercice physique, l'agriculture, la philosophie naturelle qui incluait la physique, la chimie, la géologie et la physiologie, la comptabilité et le français.[46] Avec la Loi de 1871 pour améliorer les écoles publiques et de grammaire, les élèves suivaient un programme qui incluait l'anglais, le commerce et les sciences naturelles, tandis que les collèges dispensaient un enseignement classique.[47]

D'après Fleming, le premier quart du XX^{e} siècle ne vit que peu de changements dans les écoles élémentaires. Au niveau secondaire, le domaine technique vit les plus grands changements avec de nouveaux cours tels que le dessin, le dessin industriel et les sciences domestiques.[48]

Comparées avec l'époque d'avant Ryerson, les années 1930 virent un changement radical dans les programmes scolaires dont nous retrouvons . description dans le guide des écoles élémentaires contenu dans le "petit livre gris".[49]

---

45 Ibid., p. 178.
46 Ibid., p. 178.
47 Ibid., p. 179.
48 Ibid., p. 183.
49 Young, "Résumé de révision du Curriculum", p. 6.

Ce changement faisait partie d'une évolution constante en Amérique du Nord, en Angleterre et ailleurs et John Dewey en était le principal porte-parole et promoteur intellectuel.[50] Dewey soutenait que le but de la scolarité était de modeler le développement individuel et que ceci devait être la base des programmes. Le physique, le social et l'intellectuel devaient être enseignés d'une façon intégrée. Le contenu des matières devait être un moyen plutôt qu'une fin. Ainsi, l'étude de l'anglais et de l'arithmétique avait pour but d'aider la pensée et la communication. Ce n'était pas tellement que le curriculum de l'Ontario avait changé par ce point de vue mais plutôt que le contenu servirait de véhicule pour les buts.

Au niveau élémentaire, cette notion semble avoir été maintenue pendant les années qui suivirent et on la retrouve dans les versions de 1971[51] et 1975[52] des directives des écoles publiques jusqu'au grade 6. La tentative la plus remarquable pour donner au contenu des formes moins distinctes était peut-être la méthode "entreprise" et différentes versions des méthodes "projet" dont l'utilisation a été assez fréquente. Selon ces méthodes, une entreprise ou un projet est commencé, comme par exemple un projet d'étude sur les Amérindiens qui est abordé sous plusieurs angles, en utilisant l'anglais, les mathématiques, etc., selon les besoins. En général, cependant, les divisions traditionnelles du contenu restent visibles dans les curricula d'écoles élémentaires.

La situation dans les écoles secondaires a pris forme plus tard. La Commission Hope en 1950, bien qu'en accord général avec les buts progressifs des

---

[50] Dewey, John, Experience and Education (New York: Livres Collier (1976), 1938).

[51] Young, "Résumé de révision du Curriculum", p. 6.

[52] Ministère de l'Education de l'Ontario, les années de formation, (Toronto: 1975).

écoles élémentaires, soutint que les écoles secondaires devaient se concentrer un peu plus sur les sujets par matière. Un programme central fut recommandé pour les deux premières années d'école secondaire ainsi qu'un programme facultatif les deux années suivantes.

Le développement dans les curricula d'écoles secondaires le plus important arriva au milieu des années 1950. C'était là l'ère du "spoutnik" puisque l'on pense généralement que ces activités du curriculum avaient été déclenchées par les prouesses spatiales soviétiques. En commençant par le Comité d'étude des sciences physiques de 1955 aux Etats-Unis qui s'étendit à la fin des années 50 et au cours des années 60 et même au début des années 70. Des millions de dollars furent dépensés pour la préparation de nouveaux sujets et pour leur traduction dans d'autres langues. Au Canada, cette période n'était pas aussi spectaculaire car le gouvernement fédéral et les fondations privées n'avaient pas accordé leur soutien comme cela se passait ailleurs dans le monde. Néanmoins, l'esprit de réforme dans les écoles secondaires prévalait quand même dans le système d'enseignement de l'Ontario.

En 1957, la Fédération des Enseignants de l'Ontario mettait sur pied un comité sur les mathématiques et les sciences qui donna naissance à la Commission Ontarienne des Mathématiques.[53] Plus tard, le rapport Design for Learning de 1963 devint l'instrument du développement de l'Institut du Programme de l'Ontario[54] et fut à son tour impliqué dans le développement de l'Institut d'Etudes en Education de l'Ontario (OISE). Pour les curricula de cette période, les buts concernaient surtout les sujets et un grand nombre de programmes à mettre à jour et des manuels modernes sur des sujets modernes furent déve-

---

[53] Fleming, Education: Les préoccupations de l'Ontario, p. 192.

[54] Morgan, J.R.H., "The Ontario Curriculum Institute", in Education: A Collection of Essays on Canadian Education, Vol. 5, 1962-1964 (Toronto: W.J. Gage Ltd., 1965), 77-82.

loppés. Le curriculum fut enrichi d'un nouveau contenu et des domaines spécifiques furent diversifiés à différents niveaux. Ainsi, la biologie fut divisée en trois approches, pour ceux qui apprenaient lentement, comme base d'introduction aux étudiants en biologie et pour les étudiants avancés.

Le plan Robarts constitue peut-être l'événement isolé le plus important qui ait permit à l'esprit de réforme d'être insufflé dans les écoles secondaires de l'Ontario. Le système de "branches et programmes" avait fourni une structure qui permettait beaucoup de possibilités. La branche de quatre ans d'arts et sciences pour les élèves qui n'aspiraient pas à faire des études universitaires fut l'objet de beaucoup d'attention et beaucoup d'autres cours, dont surtout l'Homme et la Société, furent élaborés.

L'expansion des curricula scolaires introduite par le plan Robarts avait le soutien du rapport Hall-Dennis qui était pour la promotion de buts éducatifs progressifs dans les écoles secondaires qui étaient jusque là restreints à la division élémentaire. L'abolition de l'examen de fin d'études du grade 13 en même temps que le système de crédits Davis encouragèrent une plus grande variété dans les curricula secondaires. Il fut, dès lors, possible aux enseignants de demander l'autorisation d'enseigner des cours expérimentaux qui ne correspondaient pas directement aux directives et pendant quelque temps, l'autorisation était accordée plus ou moins facilement.

Au début de cette section (étendre les buts du curriculum), nous avons noté qu'il était difficile de retracer clairement les buts autres que dans un contenu spécifique. La variété du contenu, semble-t-il, est un trait clair des curricula de l'élémentaire et du secondaire. On peut cependant faire quelques remarques sur les autres buts. Dans les écoles élémentaires en particulier, les buts des programmes énoncés semblent être passés d'énoncés de con-

tenu à l'utilisation du contenu pour d'autres buts que le contenu même.

Dans un mémorandum adressé à cette Commission, Robinson[55] note qu'il est d'avis que les directives du ministère de l'Education ont peu à peu ajouté des objectifs supplémentaires aux catégories non-connaissance, surtout les cinq dernières des six notées plus haut dans notre description de la classification de Foshay des buts -- émotif, social, esthétique, physique et spirituel. Le rapport de notre Commission sur ces points n'a pas encore été remis, mais nous formons l'hypothèse que les directives de curricula actuelles présentent un éventail complet d'objectifs en accord avec la notion de l'élève doté d'une instruction générale et autonome. De plus, comme le note Robinson, la tendance à long terme semble être du côté de buts largement conçus qui encouragent les aptitudes intellectuelles, les opérations intellectuelles complexes, les résultats "affectifs" tels que l'attitude, les valeurs et les croyances et certains éléments épistémologiques de différentes disciplines.[56]

Il peut en résulter un ensemble de buts de programme qui servira à formuler les objectifs de l'enseignement. De plus, il est important de noter que, parce que les conseils locaux ont plus de responsabilités dans l'élaboration de leurs programmes, ils ont aussi été conduits à mieux énoncer leurs buts. L'éventail de buts en tant que politique dans les directives du ministère et au niveau opérationnel des écoles peut être très large. Il y a eu, d'après nous, une expansion réelle des buts de l'éducation au cours des années. Cette expansion a-t-elle été excessive? Pour retourner au thème précédent, nous notons qu'un système prudent de classification de buts peut servir utile-

---

[55] Robinson, Floyd, Memorandum on "The Scope of Guideline Aims and Objectives", le 17 janvier 1978, p. 2.

[56] Ibid., p. 1.

ment de base adéquate aux propositions de développements et de changements dans notre curriculum scolaire.

Directives et documents de ressource: Actuellement, les buts du curriculum sont spécifiés dans quatre types de documents: des circulaires, des directives de curriculum, des guides de ressource et les idées de curriculum des enseignants.[57] Les deux premiers s'occupent des politiques. Ces documents constituent les minimum dans le programme des domaines identifiés requis par le ministère. Dans la troisième et la quatrième catégorie, les documents ne représentent pas des politiques mais simplement des recommandations utiles pour aider les enseignants.[58]

Tableau 4.3: Circulaires et directives de curriculum donne une structure des grandes lignes des documents de politique. L'enseignement public est divisé en quatre parties nommées division primaire, division junior, division intermédiaire et division senior. La circulaire HSI, document de politique de la division senior, prescrit aussi un programme de base qui s'applique à la division intermédiaire. Il y est stipulé que tous les élèves s'inscrivant dans un programme d'école secondaire le 1er septembre 1977 ou après devront dans leur programme et au cours des deux premières années (grades 9 et 10) inclure des cours correspondant aux sujets suivants:

Anglais - 2 crédits
Mathématiques - 2 crédits
Sciences - 1 crédit
Histoire du Canada (1 crédit) et
Géographie du Canada (1 crédit)

On s'attend à ce que chaque sujet obligatoire soit enseigné à différents niveaux de difficulté pour correspondre aux différents besoins et aptitudes des

---

[57] Storey, John W., "Provincial Curriculum Policy", (Toronto: le 17 mai 1977), pp. 36-37.

[58] Ibid., p. 37.

TABLEAU 4.3

CIRCULAIRES ET DIRECTIVES DU CURRICULUM

DIVISIONS	PRIMAIRE JUNIOR	INTERMEDIAIRE	SENIOR
Documents de politique du curriculum	Circulaire P_1J_1 Les années de formation. Les concepts à la base de P_1J_1 se trouvent dans L'enseignement dans les divisions primaires et junior.	Copie de travail - Circulaire I_1: Les années d'adolescence	Circulaire HS1: Conditions pour l'obtention du diplôme d'études secondaires, 1977-1978
Nombre de publications	13 idées de curriculum pour les enseignants	42 directives[59]	77 directives[60]
Niveau de grades	J.d'E. Jr. - 3[61] 4 - 6[62]	7-10	9-13
Objectifs	Les objectifs dans les années de formation sont divisées en domaines d'aptitudes (écoute, lecture, rédaction, écriture et prise de décision) par sujet (arithmétique, géométrie, théâtre, musique, arts, visuels, éducation physique, santé, valeurs, l'individu et la société, sciences, géographie, et études canadiennes).[63]	Définit les objectifs selon 13 éléments: compréhension des mathématiques, de la langue, de l'environnement canadien, de l'esthétique, de la forme physique, de la solution de problèmes, d'aspirations personnelles, de la conscience de soi, des valeurs et des relations sociales. De plus, l'étude du français comme deuxième langue et l'éducation spéciale y sont prévues.[64]	Les objectifs interviennent dans quatre sujets principaux: les communications, les études de l'environnement et de la société, les sciences pures et appliquées et les arts. On y prévoit aussi la préparation de programmes individuels (pour les élèves) afin que ceux-ci contiennent les bases de l'éducation permanente, tiennent compte du potentiel de l'élève et aux priorités nationales, incluent les cours conseillés, des études indépendantes, soient cohérents, incluent des cours de passage, d'enrichissement, d'accélération et d'éducation spéciale.[65]

[59] Ministère de l'éducation de l'Ontario, Circulaire 14, 1978 (Toronto: 1978), pp. 1-2.

[60] Ibid., pp. 2-3.

[61] La Loi sur l'Education, 1974, Section 1 (38).

[62] Ibid., Section 1 (25).

[63] Ministère de l'éducation de l'Ontario, Les années de formation (Toronto, 1974), pp. 6-23.

[64] Ministère de l'éducation, Les années intermédiaires: Politique provinciale pour la division intermédiaire (copie de travail du document proposé), (Toronto: 1975), pp. 7-8, 27-28.

[65] Ministère de l'éducation de l'Ontario, Conditions d'obtention du diplôme d'études secondaires: Circulaire HS1, 1977-78 (Toronto: 1977), pp. 4-5.

élèves dans chaque école.[66]

Dans les quatre divisions, il revient à chaque école de décider quel(s) objectif(s) est (sont) atteint(s) pour chacun des cours et par l'organisation des enseignants, des élèves, du contenu et des ressources qui puisse(nt) le mieux répondre aux besoins des élèves.

Education et scolarité

L'histoire du curriculum de l'Ontario suggère que l'égalité des chances pour les enfants a fait des progrès constants et, si nos hypothèses sont fondées, un élargissement continu des buts du curriculum. Quel que soit l'enfant et quels que soient ses ambitions et ses besoins en éducation spéciale, on doit pouvoir s'occuper de lui. En fait, le thème des possibilités d'éducation spéciale revenait toujours au cours de réunions avec différents groupes. Avec la diminution des effectifs et des ressources, deux problèmes au sujet des caractéristiques de la conception de l'éducation en Ontario surgissent. L'un des problèmes découle de la croyance dans le choix de l'individu parmi les choix souhaitables et possibles du curriculum; le second découle en contraste de la qualité et de la quantité de ce qui peut être au curriculum.

La question du développement personnel dans un curriculum à plusieurs possibilités: Comme pour tout ce qui est bon en général, il y a des risques d'abus. Dans le cas d'un curriculum qui offre une multitude de possibilités, on peut facilement imaginer des enfants qui ne choisissent que les cours et les curricula d'études qui correspondent à leurs capacités existentes mais qui ne les aident pas à se développer dans d'autres domaines. Un contexte de curricula enrichi peut aussi, en principe, permettre de mauvais développe-

---

[66] Ministère de l'Education de l'Ontario, Conditions pour l'obtention du diplôme d'école secondaire: Circulaire HSI 1978-1979 (Toronto: 1978).

ments individuels.

Il ne semble pas que ceci soit arrivé en Ontario. Les études HS1[67] ont démontré qu'en général, les élèves d'écoles secondaires choisissent des programmes assez variés qui, en moyenne, ne sont pas essentiellement très différents des voies suivies avant l'introduction du système de crédits. On peut aussi se saisir des résultats des études HS1 et arguer que les choix n'étaient pas nécessaires dans les écoles de l'Ontario. L'argument opposé serait d'avancer que le nouveau concept n'a pas été adéquatement réalisé et que les enfants n'ont pas été encouragés à profiter des occasions qui s'offraient à eux.

Avec moins d'élèves dans les écoles, les possibilités d'offrir un grand choix diminuent. Par conséquent, un des aspects du problème est d'insister moins sur l'élaboration de nouvelles alternatives et de se concentrer sur des possibilités qui assureront l'égalité dans l'enseignement et des choix de voies qui permettront le développement personnel de l'élève. Bien que la Commission ait abordé ce problème, nous ne pensons pas qu'il soit de nature à être résolu rapidement et, peut-être, sans étude plus approfondie. Il faut s'assurer que les décisions au niveau de la province et du conseil ne soient pas prises trop rapidement afin de ne pas porter préjudice au concept du curriculum.

La question de la quantité et de la qualité du curriculum. On atteint ses buts dans la même mesure où l'on consacre du temps à l'enseignement correspondant. Ceci est un fait reconnu dans les sports de compétition et dans la musique de concours où de 25 à 30 heures d'entraînement ou de répétitions

---

[67] Fleming, W.G., Le système individualisé: Résultats de cinq études, Etudes HS1 de la mise en pratique de la circulaire HS1 du ministère de l'Education (1972-1973). (Toronto: OISE, 1974.)

par semaine, sont de règle pour les élèves d'écoles secondaires qui participent aux concours aux plus hauts niveaux. Certains élèves d'écoles secondaires sont debout à 5 heures du matin et dans la piscine une heure plus tard.

Harnischfeger et Wiley font ressortir ce fait courant pour atteindre un but scolaire dans un article. Ils estiment que le temps est le facteur le plus important pour atteindre un but scolaire.[68] Il se pourrait bien aussi que les buts visés dans l'enseignement dépendent beaucoup du temps dont l'enseignant estime disposer pour eux. Une étude récente de l'enseignement de la biologie à Toronto a suggéré que les enseignants avaient tendance à viser plus bas pour ce qui concerne les capacités mentales telles que la mémorisation et l'application dans les cas de sujets traités brièvement dans le programme, tandis qu'ils visaient des capacités d'un plus haut niveau, telles que la synthèse et l'évaluation des connaissances dans des cours pour lesquels ils disposaient de plus de temps d'enseignement.[69] Ainsi, le temps passé à enseigner dans un certain but déterminera s'il l'est à bon escient; le temps peut être même décisif dans la sélection des buts.

Les critiques à l'endroit des écoles au cours des dernières années peuvent être vues comme des questions sur la <u>façon</u> dont les écoles font ce qu'elles font et pas seulement <u>ce</u> qu'elles font. Etant donné le grand nombre de possibilités dans nos écoles, on ne peut pas douter que les sujets de base sont enseignés. Quelle différence y aurait-il, peut-on se demander, si un en-

---

[68] Harnischfeger, Annagret et David E. Wiley, "The Teaching-Learning Process in Elementary Schools: Une vue synoptique." Dans <u>Curriculum Inquiry</u> 6:1, 1976, 5-43.

[69] Connelly, F. Michael, Miriam Ben-Peretz et Robin J. Enns, "Evaluation d'un examen de biologie à l'université York." Recherche subventionnée par le ministère de l'Education de l'Ontario. (Toronto: OISE, 1978)

fant qui fait une heure de langue par semaine arrête d'en faire? Cet aspect du problème de la baisse des effectifs est donc une question de qualité et de quantité. Il se pourrait très bien qu'une heure de conduite par semaine permette un jour de savoir conduire, mais une heure de calcul ou de français n'assurera jamais de capacités dans ces matières.

Du point de vue de la baisse des effectifs, lorsque l'étendue des possibilités est remise en question, il faudra étudier le problème pour avoir une idée claire du temps d'enseignement requis pour atteindre une variété de buts. Une telle information serait utile pour décider de l'étendue d'un curriculum scolaire et des options possibles; et ceci serait utile aussi aux élèves et à leurs parents dans le choix de leurs programmes personnels.

Le rôle de la scolarité dans l'éducation: Notre histoire des buts de la scolarité et du concept d'égalité reflète une croyance en Ontario dans l'importance du rôle de la scolarité dans le développement de l'éducation de nos enfants. Mais comme disait Tom James, ancien doyen de l'éducation à l'université Stanford, "Au cours des dernières années, on nous a bombardé de l'assertion selon laquelle les écoles ne sont pas très importantes."[70] Les critiques romantiques, tels qu'Ivan Illich, qui ont visité l'Ontario, ont propagé ce thème auquel des résultats de recherche largement diffusés ont donné un certain crédit.[71] Les études de Coleman[72] et Jencks[73] aux Etats-Unis ont donné

---

[70] James, H. Thomas, "Education: A Declining or Rising Sun?" in Educational Leadership and Declining Enrolments, ed. Lewis B. Mayhew et al. (Berkeley: McCutchan Publishing Corporation, 1974), p. 124.

[71] Illich, Ivan D., Deschooling Society, (New York: Harper & Row, 1971).

[72] Coleman, James S., et al., Equality of Educational Opportunity, (Washington, D.C.: National Center for Educational Statistics, 1966).

[73] Jencks, Christopher, et al., Inequality: A Reassessment of the Effect of Family and Schooling in America (New York: Basic Books, Inc., Publishers, 1972).

suite à l'interprétation que le milieu familial domine le milieu scolaire et que les effets de la scolarité sont pratiquement perdus.

Sur une base internationale, certaines études de l'Association Internationale de l'Education (AIE) tendent vers la même thèse.[74] Ainsi, l'AIE a trouvé que le facteur le plus important qui détermine les niveaux de lecture à la fin de l'enseignement est le niveau de lecture que l'enfant avait au départ. Le mouvement de retour aux bases coïncide avec ces conclusions qui réclament que les écoles donnent des résultats tangibles de leur enseignement dans des buts de base. Certains écrivains, comme Carl Bereiter en Ontario, ont appliqué ce thème en arguant que les écoles devraient restreindre leurs buts à ceux qu'ils peuvent le mieux atteindre.[75] Ceux-ci se trouvent, dit-il, surtout dans le domaine intellectuel. Faites-en peu mais faites-le bien semble être le mot d'ordre de ceux qui font une distinction nette entre la scolarisation et les buts plus généraux de l'éducation.

Il semblerait cependant qu'en même temps que l'on accuse les écoles de ne pas bien faire leur travail, on pense généralement que les écoles devraient assumer des tâches de plus en plus variées. En fait, la foi dans la scolarisation comme étant la voie de l'éducation contraste et est la cause de conflits lorsqu'on l'oppose aux croyances sur les résultats de la scolarisation. On est en droit de penser que la foi dans les écoles comme solution des problèmes sociaux est encore très grande.

---

[74] Thorndike, Robert L., Reading Comprehension Education in Fifteen Countries: International Studies in Evaluation III, (Toronto, John Wiley & Sons, 1973). Il est noté que cette interprétation est une vue partielle, basée sur des notes de lecture et de vocabulaire. Les notes en sciences, instruction civique et en littérature indiquent une plus grande correlation avec l'école, confirmant ainsi l'opinion que les écoles font un travail adéquat.

[75] Bereiter, Carl, "Elementary School: Necessity or Convenience?" Elementary School Journal, mai 1973, 436-446.

En 1977, un sondage d'opinions Gallup sur l'attitude générale envers l'enseignement demandait de nommer les problèmes les plus importants dans les écoles publiques.[76] On demandait ensuite ce qui allait bien dans les écoles publiques. Les résultats étaient, dans l'ordre:

Problèmes dans les écoles	Qu'est-ce qui va bien?
1. Manque de discipline	1. Le curriculum
2. Problèmes d'intégration/ségrégation	2. Les enseignants
3. Manque de soutien financier adéquat	3. Activités extérieures
4. Difficulté d'avoir de "bons" enseignants	4. Locaux scolaires
5. Mauvais curriculum	5. Egalité des possibilités pour tous les élèves
6. Usage de drogues	6. Bonne administration
7. Manque d'intérêt chez les parents	7. Intérêt/participation des parents
8. Dimensions des écoles/classes	8. Bonnes relations entre les enseignants et les élèves
9. Manque d'intérêt chez les enseignants	9. Bonne discipline
10. Mauvaise gestion des fonds/programmes	10. Petites écoles ou classes

Ces classements ont très peu changé depuis le sondage Gallup de 1973.[77] Parmi les problèmes, le curriculum était classé septième plutôt que cinquième, indiquant qu'il est perçu comme un problème de plus en plus important. Quand on demandait ce qui allait bien dans les écoles, "le curriculum" et "les enseignants" venaient en première et deuxième positions respectivement dans les réponses. En 1973, à propos du curriculum en particulier, on demanda aux gens "s'ils apprenaient ce qu'ils étaient censés apprendre?" Plus de 80% des réponses étaient "oui". De plus, comme en 1977, les attitudes devenaient plus favorables. Les parents et les élèves indiquaient qu'ils avaient une opinion plus favorable des écoles publiques au cours des dernières années. De plus, à la question de savoir si les enfants avaient reçu une meilleure instruction

---

[76] Gallup, George H., "Neuvième sondage Gallup annuel de l'opinion publique vis-à-vis des écoles publiques", Phi Delta Kappan, septembre 1977, 33-48.

[77] Gallup, George H., "Cinquième sondage de l'opinion publique vis-à-vis de l'éducation", Phi Delta Kappan, septembre 1973, 38-51.

que leurs parents, une bonne majorité avait répondu que oui. A la question, qu'est-ce qui les faisait dire cela, les cinq réponses étaient données dans l'ordre:

1. Plus grande variété de sujets dispensés
2. Locaux et équipements plus adéquats
3. Meilleures méthodes d'enseignement
4. Enseignants mieux qualifiés
5. Chances égales pour tous les élèves

Un des résultats de 1973 et 1977 est de nature inquiétante, vu le contexte de baisse des effectifs. Les réponses de ceux qui n'ont pas d'enfants à l'école sont à l'opposée de ceux qui en ont lorsqu'on leur demande comment leur attitude a évolué vis-à-vis des écoles. Ces gens semblent penser que leurs intérêts ne vont pas dans le même sens que la scolarisation et ceci pourrait avoir des conséquences politiques et économiques sérieuses pour les écoles.

Southam Press a récemment commandité une étude qui est, d'après eux, "l'enquête la plus complète qui ait jamais été conduite pour savoir ce que les Canadiens pensent d'eux-mêmes et de leur pays."[78] L'enquête abordait, entre autres, la question des valeurs canadiennes. La question était la suivante:

> Dans une société bombardée constamment par des changements appelés à devenir plus nombreux, qu'advient-il du système de valeurs des Canadiens qui mesure les choses dans la société?

L'enquête de Southam tenta de mesurer ceci en présentant une liste de treize items à près de 2,000 personnes partout dans le pays et en leur demandant de les classer par ordre d'importance. Les résultats sont présentés au tableau 4.4. L'éducation était en première place non seulement en Ontario, mais dans tout le Canada.

Le conseil scolaire de North York, en Ontario, a récemment publié les ré-

---

[78] Southam Press Limited, "The Searching Nation", (Toronto, 1977), p. 1. Cité aussi dans le Toronto Star, 24, 26, 27, 28, 29, 30 septembre 1977.

TABLEAU 4.4: LES VALEURS CANADIENNES

Dites l'importance qu'a pour vous	Total Canada	Région							
		B.C.	Alta.	Sask.	Manitoba	Ontario	Québec		Maritimes
							Total Québec	Séparatiste Extrême	
Une bonne éducation	1	1	1	1	1	1	1	1	1
Le respect des tribunaux et du système judiciaire	2	3	4	2	4	2	3	7	4
La liberté de la presse	3	2	3	3	2	3	4	2	2
Propriété d'une maison, être capable d'avoir une propriété	4	4	2	4	3	4	5	5	3
La sécurité d'emploi	5	5	7	6	5	5	2	3	5
Le respect de l'autorité	6	8	5	5	7	6	6	9	6
Le dévouement au système de la libre entreprise	7	6	6	7	6	7	8	11	7
Le devouement à l'éthique au travail	8	7	8	8	8	8	7	8	9
La religion	9	13	9	9	9	10	13	13	8
La politique	10	10	10	10	11	9	10	4	11
Atteindre à une position de pouvoir	11	12	12	12	10	11	9	12	12
Les syndicats dans notre société	12	11	13	13	12	12	11	6	10
Les mouvements féministes	13	9	11	11	13	13	12	10	13

TABLEAU 4.5

UNE COMPARAISON DES REPONSES
SUR LA BONNE EDUCATION

ITEMS	Entierement d'accord %	d'accord %	Sans opinion %	Pas d'accord %	En accord complet %
L'ETUDIANT: Cette école me dispense un bon enseignement	12	55	17	12	4
LES PARENTS: Somme toute, cette école dispense un bon enseignement à mon(mes) enfant(s)	11	54	8	20	5
LE CORPS ENSEIGNANT: Cette école dispense un bon enseignement aux élèves	14	66	8	10	1

Les chiffres, dans cette enquête du conseil scolaire de North York, ont été arrondis.

sultats d'une enquête auprès d'élèves, de parents et de personnel scolaire qui indique une satisfaction générale vis-à-vis de la scolarisation.[79] Les résultats sont présentés au tableau 4.5. Les élèves et les parents ont formulé des réponses similaires à propos de bonne éducation. Un quart des parents seulement n'étaient pas d'accord, et 80% du personnel estimaient que les élèves recevaient un bon enseignement dans les écoles. Lorsque ces données furent comparées aux résultats d'un sondage similaire de 1971/1972, il y avait une augmentation de 10% dans le nombre d'élèves estimant que les écoles faisaient du bon travail. Il y avait une légère diminution dans le nombre des parents et des enseignants de cet avis.

Le sondage Gallup et l'étude de North York en même temps que les expressions fréquentes de l'inquiétude du public à propos des sujets de base et d'autres déclarations sur les effets de la scolarisation, font ressortir le fait qu'il n'y a pas d'accord général quant à savoir si les écoles font du bon travail. Ce qui en ressort est une croyance par-dessus tout dans l'efficacité de la scolarisation dans l'intention de l'éducation.

La croyance dans la scolarisation fait surgir une question importante pour la Commission sur la baisse des effectifs. Cette croyance signifiera peut-être que l'on continuera à demander l'expansion du contenu et des buts du curriculum scolaire. Ainsi, récemment, a-t-on beaucoup parlé des possibilités multiculturelles plus nombreuses.[80] Nous avons déjà mentionné qu'au cours de nos visites dans la province, on nous a mentionné qu'il serait souhaitable

---

[79] Hunter, Susanne M., Albert E. Virgin et Louis Toffoli, "Research Report of a Survey of Secondary School Perceptions", (North York Board of Education: 1977), p. 61. Citation autorisée.

[80] Thomas, R.A.L., "Mémorandum aux directeurs de l'éducation et principaux d'écoles. Ref: Programme de langues d'héritage", (Toronto, le 15 juin 1977) p. 1.

d'orienter les nouveaux buts pour les écoles vers les besoins spéciaux en éducation. Il se pose une question: dans quelle mesure de nouveaux buts et contenus peuvent-ils être ajoutés lorsque les effectifs scolaires diminuent? L'autre difficulté est de déterminer les options à retenir dans l'intérêt d'une éducation de bonne qualité.

Avec un système scolaire et des ressources en expansion, il était relativement aisé d'inclure de nouveaux buts et un nouveau contenu. A présent, la situation s'est renversée. Dans son sens le plus général, nous croyons que le problème qui nous attend est de résoudre, de façon concrète, la question de la scolarisation dans l'éducation de notre jeunesse. James voit les choses ainsi:

> Je conclus donc comme j'avais commencé, optimiste pour le soleil levant de l'éducation, convaincu que la scolarisation est nécessaire mais aussi convaincu qu'il nous faut abandonner la notion du siècle dernier selon laquelle les écoles constituent le seul instrument dont la société dispose pour accomplir ses buts d'éducation. Si les gens d'écoles doivent devenir éducateurs, ils se doivent d'en apprendre plus sur la façon dont les institutions s'influencent mutuellement et les conditions nécessaires et suffisantes qui permettraient à cette influence de maximiser nos buts pour l'éducation.81

La séparation des buts de la scolarisation de ceux de l'éducation n'est pas une chose qui peut se faire facilement par des études que nous commanditerions. Un travail prudent et réfléchi sur les buts du programme s'impose.

OBJECTIFS DE L'EDUCATION

La plus grande part de ce qui a pu être dit au chapitre des objectifs de l'éducation a déjà été mentionnée dans notre chapitre sur les buts de l'éducation. D'une façon plutôt arbitraire, nous avons choisi de distinguer les objectifs des buts sur la base de généralité; les buts, tels que nous en avons

---

81James, H. Thomas, "Education: Declining or Rising?", p. 130.

parlé, sont plus spécifiques et sont liés au contenu de l'instruction, tandis que les objectifs reflètent des buts dans leur sens le plus général. Les buts du programme, comme nous avons choisi de les voir, se réfèrent aux souhaits et aux aspirations que nous avons pour nos enfants et notre société. Les buts spécifiques, comme les énoncent les directives du ministère de l'Education ainsi que les cours et les sujets d'étude, sont les moyens qui permettent de réaliser ces buts.

John Dewey faisait remarquer, il y a bien longtemps, qu'au fond il y a deux genres d'objectifs: les objectifs pour l'enfant et les objectifs pour la société. Ainsi, nous pouvons élaborer notre curriculum et concevoir nos écoles pour développer des caractéristiques telles que les aptitudes de dirigeant et la curiosité intellectuelle ou celles d'une société démocratique ou socialiste. En Ontario, il semble que le développement de l'égalité des possibilités a coïncidé la plupart du temps avec un système d'éducation orienté vers le développement de l'enfant. Cet aspect des objectifs de l'éducation en Ontario semble constituer une caractéristique de toutes les provinces canadiennes. Dans une revue récente de l'enseignement au Canada, l'OCDE fit la remarque suivante:

> Contrairement à tous les autres pays industrialisés comparables, le Canada n'a ni procédé à une réforme politique de l'enseignement selon une conception de l'avenir du pays (Québec peut être l'exception à cette généralisation), ni tenté d'empêcher cette réforme comme c'est le cas dans plusieurs pays européens. Au lieu de cela, Canada a fait son propre chemin avec une variété exceptionnelle de programmes actifs dans une grande expansion quantitative et des changements qualitatifs du système de l'éducation qui ne prennent leurs sources cependant dans aucune conception nationale explicitement déclarée des intérêts du pays.82

Nous reviendrons à ce point puisqu'il fait ressortir une autre question d'ordre général qui s'applique au contexte de baisse des effectifs, autrement

---

82Organisation pour la Coopération et le Développement Economique, Revue des politiques nationales de l'Education: Canada (Paris: OCDE, 1976), pp. 20-21.

dit l'équilibre entre les objectifs sociaux et individuels du curriculum. Pour l'instant cependant, revoyons brièvement le développement de cet aspect de la conception du programme de l'Ontario.

A cause du manque de documents historiques, ce que nous présentons est forcément succint. Nous avons déjà noté, dans le cas des écoles "communes" et de "grammaire" du XIX^{e} siècle, que l'enfant était vu d'une façon étroite et l'obéissance et la mémoire étaient importantes. Cependant, bien que nous puissions être en désaccord complet avec cette vue particulière de l'enfant telle qu'elle prévalait alors, les objectifs de l'enseignement étaient énoncés en terme de ce qui était préférable pour l'enfant. Ainsi, dans les écoles "communes" élémentaires les L.R.A. (Lecture, Rédaction et Arithmétique) avaient pour but d'aider les jeunes à trouver du travail dans une société pionnière. A l'exception de l'introduction de matières spécifiques dans le curriculum, telle la politique de bilinguisme, nous n'avons trouvé que peu de preuves tangibles d'autres usages des écoles pour des objectifs sociaux.

De grands changements sont cependant intervenus dans la façon dont les objectifs sont énoncés et ceux-ci sont bien exprimés dans le petit livre gris de 1937 sur l'enseignement élémentaire. Les idées prenaient un caractère plus progressif. Tandis qu'ils devenaient plus explicites dans les écoles américaines et énoncés clairement dans les travaux de John Dewey, ils étaient introduits en Ontario par l'intermédiaire des rapports Hadow de Grande-Bretagne.[83] Le développement d'un esprit inquisiteur, le développement et l'expression de l'intérêt, de la curiosité intellectuelle, l'interaction avec son milieu, etc., étaient le cachet de la perception nouvelle qu'on avait de l'enfant en Ontario.

---

[83]Fleming, W.G., Education: Ontario's Preoccupation, p. 184.

Ces objectifs étaient encore repris par la Commission Hope en 1950 et il semble que ce rapport clarifiait la différence de conception qu'on avait de l'enfant dans les écoles élémentaires et dans les écoles secondaires. Le programme scolaire secondaire, bien qu'il continuât de baser ses objectifs sur l'enfant, avait tendance à faire passer les buts de contenu avant l'intérêt des élèves. Ainsi, si les objectifs étaient les mêmes, leur mise en pratique à l'élémentaire était différente de celle du secondaire.

Cette différence fut supprimée au niveau des politiques par le rapport vivre et apprendre de 1968 et par d'autres réformes scolaires et en particulier par l'abolition du système d'examens et par introduction du système de crédit.[84]

Ces objectifs fondés sur l'enfant sont affirmés de plusieurs façons dans les directives récentes du ministère de l'Education pour les années scolaires intermédiaires et secondaires.

Avec comme sous-titre Politique provinciale du curriculum pour les divisions intermédiaires, l'épreuve intérimaire de travail de 1975 des directives générales pour les années intermédiaires énonce que les élèves doivent suivre la voie de la recherche de leur identité, "en recherchant et en examinant sans cesse dans le but d'apprendre à se connaître".[85] Cette recherche de son identité passe pour avoir beaucoup de répercussions sur l'école en tant que "source où ils devraient puiser les expériences sociales, émotives et de direction qui se doivent".[86] L'épreuve cite qu'il faut peut-être trouver un

---

[84] Crossley, J.K., "Elaboration du curriculum en Ontario", allocution devant l'Association des principaux d'écoles publiques de l'Ontario du Nord, octobre 1971, p. 9.

[85] Ministère de l'Education de l'Ontario, Directive générale, les années intermédiaires: Politique provinciale pour la division intermédiaire (Toronto, 1975), p. 2.

[86] Ibid., pp. 2-3.

certain équilibre dans le conflit possible entre la recherche de son identité par l'élève et entre entreprise des écoles pour en faire de futurs citoyens. "Pour parvenir à cet équilibre précaire mais essentiel, il faut absolument que les enseignants comprennent cette période cruciale dans l'épanouissement de l'élève".[87]

Au niveau de la division senior, les directives HS1 de 1977/1978 insistent que "le but principal est d'aider chaque élève à développer son potentiel au maximum en tant qu'individu et membre de la société qui pense clairement, ressente profondément et agisse sagement".[88] L'école secondaire passe pour avoir un rôle central pour atteindre ces buts: les objectifs et l'oeuvre de l'enseignement élémentaire, les développements dans l'enseignement post-secondaire et les attentes dans les différents domaines des affaires et de l'industrie sont aussi considérées dans l'élaboration d'un curriculum scolaire secondaire".[86] On fait ressortir les différences individuelles entre les élèves. "Si l'on doit s'accommoder d'un grand nombre de différences dans un sujet ou dans un cours, il faut adapter prudemment et intelligemment les directives du curriculum, être toujours conscient des critères et avoir une structure d'organisation souple".[90]

Finalement, le discours du premier ministre Davis de 1977 dont nous parlions plus haut reflète l'importance de l'épanouissement de l'individu dans les buts de l'éducation.

---

[87]Ibid., p. 3.

[88]Circulaire HS1 1977-1978 du ministère de l'Education, p. 1.

[89]Ibid.

[90]Ibid.

La façon toute particulière dont l'épanouissement de l'enfant est interprété dans le système de l'éducation en Ontario est visible dans la relaxation du système des notes et dans les efforts faits à différents niveaux pour individualiser l'instruction. Si, estime-t-on, les enfants sont vraiment différents les uns des autres dans leurs aptitudes et leurs intérêts, il s'ensuit que leur progrès ne se fera pas au même rythme au cours des années. D'après cela, les notes représentent des contraintes artificielles imposées pour faciliter l'administration que viennent solidifier les divisions arbitraires des matières. Ainsi, l'objectif d'épanouissement de l'enfant, qui devient auto-motivé et inquisiteur, fondé sur ses intérêts et aptitudes, amena des changements importants dans les aspects d'organisation du curriculum. La réduction de la notion âge-grade, le système de crédits, le choix individuel, les programmes individuels et l'abolition des examens extérieurs sont la contrepartie des objectifs orientés vers l'enfant de l'Ontario.

Etant donné que nous avons revu nos différentes opinions et pensées sur les effets de la baisse des effectifs, il semble qu'aucune d'entre elles ne menace sérieusement l'orientation vers l'enfant de la conception du programme en Ontario. Personne ne suggère que les objectifs de l'éducation devraient être posés en d'autres termes. Cependant, comme nous le notons plus bas, des mouvements dans la direction opposée pourraient avoir de bons résultats.

La façon dont nous interprétons nos buts peut être sur la bascule dans ce contexte de baisse des effectifs. Certains pensent que l'Ontario est déjà allé assez loin dans sa vue de l'épanouissement des enfants. Le plus grand défi provient du niveau secondaire mais les écoles élémentaires s'en sont aussi ressenties étant donné l'opinion selon laquelle les élèves devraient acquérir les notions de base quels que soient leurs intérêts. Dans une certaine mesure,

ces points de vue se défendent et il semble qu'il y ait une question de conception à éclaircir.

John Dewey, que l'on a longtemps considéré comme le père de l'éducation progressive et du point de vue selon lequel l'éducation devrait s'adapter aux intérêts et aux besoins de l'enfant écrivit le livre Expérience et Education en pleine époque progressive où il disait qu'il avait été mal interprété.[91] Il arguait que la position extrême des progressistes telle qu'on la trouvait dans certaines écoles à travers tous les Etats-Unis était l'antithèse de la notion d'épanouissement de l'enfant. La position de Dewey était une synthèse de ce que l'on appelait le progressisme et le traditionnalisme. Dewey était d'avis que le programme devait se faire à partir des intérêts et des besoins de l'enfant mais que son interprétation devrait provenir des formes sociales d'organisation. Il est peut-être simpliste de dire que Dewey recherchait l'équilibre entre le contrôle et les structures des formes organisés des connaissances d'une part et les intérêts habituels de l'élève d'autre part. Malgré cela, Dewey se déclarait contre la situation de "choix exclusif" proposée par les extrêmes et tentait de résoudre le progressisme et le traditionnalisme.

Il y a une leçon dans le livre de Dewey, et sans aller plus loin dans notre explication, nous aimerions noter que nous croyons qu'une recherche et une exploration bien réfléchie entre les vues progressistes et traditionnelles et leur débat public s'imposent. Nous n'aimerions pas assister à l'introduction de politiques réactionnaires qui ferait perdre de vue les objectifs humanitaires de l'éducation en Ontario. Il nous semble, d'autre part, que l'éducation en Ontario a peut-être eu tendance à ignorer, dans l'état de ses politiques,

---

[91]Dewey, John, Experience and Education (New York: Livres Collier, 1976) (1938).

la vue "traditionnaliste" qui s'intéresse à l'interaction des formes organisées et sociales des connaissances avec leur croyance louable dans l'épanouissement de l'enfant.

Une question importante concernant le manque d'objectifs sociaux découle des discussions sur les objectifs de l'éducation en Ontario. Le rapport de l'OCDE sur l'éducation en Ontario considérait cette lacune dans l'éducation canadienne comme étant un des sujets les plus importants sur lequel les éducateurs canadiens devraient se pencher. Il énonçait le problème ainsi:

> A présent, des décisions s'imposent à propos de l'orientation du système scolaire canadien dans une perspective ordonnée de l'avenir du Canada en tant que Nation.92

Bien sûr, les rapporteurs de l'OCDE s'occupaient des politiques nationales en particulier et étaient d'avis que les aspects nationaux de l'éducation devaient être considérés en priorité. Mais ce que l'on peut dire du Canada s'applique aussi à chaque province. Le gouvernement fédéral est toujours intervenu, bien sûr, dans les affaires d'éducation provinciale d'une façon qui n'était sûrement pas prévue par la Loi de l'Amérique du Nord Britannique. L'enseignement professionnel a fait de grands progrès dans les systèmes provinciaux grâce aux subventions fédérales et il va de même pour l'étude des langues. Une différence subsiste cependant entre la simple utilisation des fonds fédéraux mis à la disposition des provinces et l'état des buts provinciaux spécifiques (dont certains s'appliquent au Canada en tant que Nation) qui feraient partie de la base de la politique de l'éducation en Ontario.

Les rapporteurs de l'OCDE ont attiré l'attention sur le rôle de la Fédération des Enseignants Canadiens et ont loué leurs efforts dont surtout le document intitulé "Au sujet du financement de l'éducation". Mais, comme ils le

---

92Organisation pour la Coopération et le Développement Economique, Revue des politiques nationales de l'éducation: Canada (Paris: OCDE, 1976), p. 103.

faisaient remarquer "On ne peut pas s'attendre à ce que des groupes tels que cette fédération d'enseignants déchargent les politiciens et les gouvernements de leurs responsabilités".[93] Dans une époque de diminution des effectifs et des ressources, la course aux deniers de l'état devient plus serrée. Si les objectifs de l'éducation ne sont pas spécifiés, en partie, en termes sociaux, c'est-à-dire pour améliorer la qualité de la vie et afin d'avoir des effets positifs sur une plus grande tranche de la population qui n'a plus d'enfants d'âge scolaire, alors l'éducation sera en moins bonne posture en comparaison avec les autres prétendants au trésor public. Comme le disent les rapporteurs de l'OCDE: "Si les responsables de la politique de l'éducation ne sont pas capables de bien fonder le développement de l'école et de l'enseignement sur une base ferme et visant des buts précis, ils risquent alors d'être écartés de la course politique aux ressources".[94] Ainsi, il s'agit à la fois d'un problème de concept (Quels sont les buts sociaux auxquels nous aspirons?) et de pratique (Comment ces buts peuvent-ils être énoncés clairement à toute la population et pas seulement à ceux qui ont des enfants?).

ELABORATION DU PROGRAMME

La politique provinciale actuelle fait de l'élaboration du programme une importante responsabilité locale. Ses caractéristiques seront décrites dans plus de détail plus bas. Nous aimerions noter à ce stade que nous avons remarqué, lors de nos visites à des conseils scolaires partout dans la province, que les responsabilités dans ce domaine comme elles sont perçues provoquent de l'inquiétude et de l'insatisfaction. Etant donné les pressions doubles de retour aux bases et de baisse des effectifs sur les options de programmes, on

---

[93] Ibid., p. 102.

[94] Ibid. Italiques supprimées.

pourrait facilement concevoir et recommander un système d'élaboration de programme clair pour lequel les spécifications détaillées interviendraient au niveau politique provincial, éliminant ainsi le besoin en mécanismes compliqués et onéreux au niveau du conseil.

Il est fort possible, en fait, que la Commission fasse des recommandations pour une élaboration du programme qui donnerait plus de cohérence et des rôles mieux définis que dans le cas présent.

Cependant, il semblerait possible, à ce stade de notre discussion, d'arriver à cette fin et de réduire l'intensité et le coût de la main d'oeuvre sans rien perdre des éléments historiques gagnés au prix de tant d'efforts à ce chapitre de la conception du curriculum en Ontario. Le rôle des enseignants et celui de l'école en particulier requiert une considération attentive comme unités d'élaboration du curriculum.

Au XIX^{e} siècle, à l'époque d'avant Ryerson, il n'y avait pas d'autorité pour la planification du curriculum et l'élaboration de celui-ci était vraiment d'un ressort local. Mais, comme nous le verrons plus bas dans notre discussion de l'évolution de l'égalité des chances, la responsabilité locale ne garantissait pas que le curriculum fut fait pour tenir compte du meilleur intérêt de l'enfant et de la communauté. En fait, les mouvements importants dans le sens de l'égalité à l'époque de Ryerson étaient accompagnés, et en était fonction probablement, de la montée d'une autorité centrale chargée du curriculum. Le Conseil Général de l'Education fut fondé en 1846 et remplacé en 1850 par le Conseil de l'Instruction Publique. Le conseil général puis public fut investi de grands pouvoirs et de là prit naissance à son tour le département de l'Education, à la fin de l'époque de Ryerson.[95]

---

[95] Fleming, W.G., Education: Ontario's Preoccupation, (Toronto: Imprimerie de l'université de Toronto, 1972), p. 65.

Les conseils de comtés furent fondés en même temps et apportèrent leur propre fonction d'autorité. En 1871, les inspecteurs de comtés étaient tenus d'avoir des qualifications spécifiées par l'autorité centrale. Cette nouvelle fonction d'inspection cessa d'exister au niveau du conseil puis le département de l'Education s'en chargea; elle cessa encore une fois d'exister pendant un certain temps puis fut reprise sous forme de contrôle par le ministère de l'Education. Fleming voyait ce changement de 1871 comme étant "véritablement une augmentation du contrôle central même si les inspecteurs étaient nommés de la même façon que leurs prédécesseurs".[96]

L'autorité centrale forte qui était née sous Ryerson atteint l'apogée de son pouvoir dans les années 1920. Fleming écrivait:

> Le département de l'Education exerçait une autorité très ferme sur les cours d'étude, sur les manuels scolaires, sur les examens, sur les qualifications d'enseignants et sur les inspections. Les conseils scolaires pouvaient choisir un enseignant parmi des candidats qualifiés sauf lorsqu'il ne s'en trouvait pas, mais avait un pouvoir très limité à part cela. Bien qu'ils pussent encore procéder à des mises à pied arbitraires, ces décisions devenaient de plus en plus difficiles et pouvaient à peine être vues comme étant des prerogatives de grande importance... La vraie mesure de l'autorité de l'influence des conseils scolaires variait énormément selon leur dimension et leur richesse. Les plus petits et les plus pauvres ne pouvaient rien se permettre d'autre que le programme départemental minimum et devaient beaucoup s'appuyer sur les services offerts par le département. Le contrôle des programmes était renforcé par les examens aux niveaux scolaires inférieur, intermédiaire et supérieur.[97]

Au cours des années 30, à cause de la montée des principes progressistes de l'éducation en Angleterre et en Amérique du Nord, peut-être, le contrôle central du programme commença à se relâcher. Les examens aux niveaux inférieur et intermédiaire furent abandonnés. Le petit livre gris de 1937 insistait beaucoup sur les programmes rigides qui étaient les plus faciles à administrer par les corps d'autorité centrale. En pratique, d'après Fleming, le petit livre gris provoqua très peu de changements immédiats dans les écoles,

---

96 Ibid.
97 Ibid., p. 72.

mais le principe était là.

Le premier plan de dispersion de l'autorité centrale découla du Plan Porter[98] et de la Commission Hope[99] de 1949 et 1950 respectivement. Le Plan Porter ne laissa plus qu'examen extérieur en abolissant l'examen d'entrée à l'école secondaire. En fait dès 1933, le rapport annuel du ministère de l'Education remarquait que près de 50% des élèves avait la "recommandation" de passage à l'école secondaire de leur principal sans avoir à se présenter à un examen.[99a] Avec la suppression de l'examen, il devenait possible de préparer un curriculum qui ne soit pas entièrement basé sur un examen de passage. Mais comme le disait un auteur, "L'aspect le plus important de ces changements était la façon dont ils devaient être mis en pratique, puisqu'il représentait un effort nouveau pour engager les enseignants et les dirigeants locaux de l'éducation dans un processus de révision du curriculum".[100] Curriculum 3, un mémorandum de 1950[101] à propos de l'institution de comites locaux de programmes suivit avec la description explicite de procédures pour l'organisation de comités locaux. Comme le disait, dans un de ces discours, Kel Crossley, ancien directeur de la branche du curriculum du ministère de l'Education:

> Des éducateurs clairvoyants, dont le docteur Althouse, directeur-chef, et le colonel Watson, surintendant du curriculum pour la province, reconnaissaient qu'un vrai développement des gens concernés par l'éducation - élèves, enseignants et administrateurs - nécessitait engagement et participation. En 1950, on reconnaissait le fait que si l'école était vraiment le berceau de la démocratie, les gens de l'Ontario allaient vraiment devenir "des citoyens utiles au public, et heureux chez eux" et le plus grand nombre possible d'entre eux devaient participer au processus de changement.102

---

98 Ibid., p. 188.
99 Ibid., p. 74.
99a Rapport du ministre de l'Education, province de l'Ontario, pour l'année 1933 (Toronto: Imprimerie du Roi, 1934), p. 108, table XVI.
100 Young, Don, "A Brief Summary of Curriculum Revision in the 1950's", (Toronto: Mimeo, le 25 novembre 1974), p. 2.
101 Ibid.
102 Crossley, J.K. "Elaboration du curriculum en Ontario", allocution prononcée devant l'Association des principaux d'écoles publiques de l'Ontario du Nord, octobre 1971, p. 7.

Il semble qu'il y ait eu une activité locale énorme autour des programmes durant les années 50, mais un certain ralentissement s'ensuivit à la fin de la décennie suivante. La réaction au progressisme illustrée par des livres tels que celui de Hilda Neatby "Si peu pour l'esprit",[103] eut son effet sur le ministre et son ministère.[103a] L'ironie de la décentralisation de la préparation du curriculum est qu'elle existe par la volonté de l'autorité centrale et qu'elle peut être retirée à tout moment.

Tandis que l'activité ralentissait, la politique elle-même restait et revint au premier plan au cours des années 60 sous le ministre de l'Education Williams Davis. Comme le notait Fleming, "Il faut reconnaître à Davis un rôle important dans l'initiation et la direction de changements loin de la tradition caractéristique de la décennie".[104] Un des articles du programme de Davis proposait que certains aspects de l'éducation deviennent plus du ressort local et soient rendus plus efficaces. En 1965, le ministre créait cinq bureaux régionaux dont le nombre monta à 10 ultérieurement pour revenir récemment à quatre. Une des fonctions-clés des bureaux régionaux était leur service aux conseils locaux. En 1967, la surveillance était remplacée par le concept de "conseiller de programme" et le mot "inspecteur" semble avoir été abandonné. La fonction des bureaux locaux visait, entre autres, à améliorer la qualité des programmes locaux.

En 1973, les bureaux régionaux étaient réorganisés et l'activité du conseiller de programme était progressivement dissoute. Les employés du ministère ont le titre d'agents de l'éducation à présent et leur rôle, surtout dans le sud, est maintenant de s'assurer que les politiques du ministère soient suivies

---

103 Neatby, Hilda, "So Little For the Mind" (Toronto: Clarke, Irwin, 1953).
103a Fleming, W.G., "Education: Ontario's Preoccupation", p. 189.
104 Ibid., p. 78.

selon les directives et circulaires. Des observations et des questionnaires entrent dans cette procédure. Des rapports sont écrits et partagés avec le personnel des conseils. Bien que ce ne soit pas là un retour aux inspections du passé, ceci assure la présence du ministère dans les divisions scolaires, fonction qui devrait empêcher de trop grandes différences dans l'application des politiques dans la province.

En 1920, Crossley regroupait les fonctions du département en trois domaines:

- responsabilité des lois constituant le cadre de l'éducation à financement public;
- la répartition de fonds qui ne sont pas illimités;
- l'information et la propagation d'idées[105]

Cette troisième fonction devait être assurée par les services des conseillers de programme dans les bureaux régionaux (10 à l'époque), par la distribution de directives (et non plus des programmes d'étude) à partir desquels les programmes d'études pouvaient être préparés par les responsables locaux grâce à des provisions de matériel et de ressources ou à des listes indiquant où ces ressources pouvaient être trouvées. Ainsi, par opposition au ton de vérification et d'inspection de l'époque Ryerson, le nouveau ton était à l'initiative locale et le droit au soutien et à l'assistance du centre. La réorganisation de 1969 poussa ce développement plus loin en permettant aux conseils d'acquérir leurs propres ressources telles que des experts-conseils et des centres de ressource et en leur permettant aussi d'organiser des ateliers, des conférences, des équipes de rédaction d'été et autres. Ici, bien sûr, de grandes différences surgirent. Les plus petits, parmi les conseils consolidés, n'ont pas pu entreprendre ces fonctions. En fait, la mesure du soutien à la

---

105

préparation de curricula au niveau des conseils a beaucoup varié en fonction de la dimension du conseil.

En même temps que l'application du principe d'élaboration du curriculum des écoles élémentaires aux écoles secondaires dans le rapport Hall-Dennis de 1968 et du système Davis de crédits, dans ces mêmes écoles secondaires, le principe d'engagement local dans l'élaboration du curriculum était acquis. Il n'y a pas lieu de croire que le contrôle local dans les écoles secondaires n'a pas fait les mêmes progrès que dans le cas des écoles secondaires. Quoi qu'il en soit, comme on peut le voir dans les items suivants extraits des directives ministérielles, la politique de développement local en même temps qu'un contrôle central se retrouvent uniformément dans tout le système scolaire. En revoyant ces faits, il serait utile de remarquer que ce sont les enseignants et les unités scolaires qui constituent les points centraux dans l'élaboration du curriculum.

La politique de l'élaboration du curriculum

La politique de l'Ontario sur la responsabilité des personnes engagées dans l'élaboration du curriculum est énoncée aux pages 1 à 5 des Années de formation (1975) et elle est reprise dans les documents ministériels portant sur les divisions senior et intermédiaire.

Les divisions primaires/juniors: Ce sont les éducateurs au niveau local qui devraient s'engager dans la planification de l'éducation individuelle de l'enfant. "Comme toujours, le plus grand défi doit être relevé par les éducateurs qu niveau local pour transposer les objectifs en expérience appropriée à chacun de nos enfants".[106]

---

[106] Ministère de l'Education de l'Ontario, Les années de formation (Toronto: 1975), p. 1.

Pour faciliter la transposition au niveau local, le ministère a une "... politique de formulation de directives plutôt que de cours d'études détaillés. Il est donc reconnu que pour être efficace, le curriculum doit être étroitement lié aux caractéristiques et aux besoins des élèves à qui il s'adresse en particulier".[107]

Plus la préparation se rapproche de l'élève individuel, plus elle devient concentrée et détaillée. "Tandis que c'est le ministère qui décrit les buts dans leurs grandes lignes, il revient aux conseils scolaires locaux - par l'intermédiaire de leurs agents de supervision - de formuler des curricula locaux qui correspondent à l'esprit de la politique provinciale et qui reflètent en même temps les priorités et les besoins locaux".[108] Cette préparation devient plus étroite. "Le personnel scolaire, que ce soient les enseignants en tant qu'individus ou en tant que corps collectif sous la direction du principal, a la tâche de préparer des programmes de cours spécifiquement adaptés aux enfants dont ils ont la charge".[109]

De plus: "Ceux qui sont le mieux au courant des besoins de l'enfant et des attentes de la communauté - les parents, les enseignants, les principaux, les agents de supervision et les enfants eux-mêmes - doivent tous prendre part à la planification d'une façon appropriée".[110]

On peut par exemple choisir la solution des comités au niveau local pour les questions de curricula, qui "définissent les objectifs et établissent les priorités en terme d'attente de la communauté. Les comités identifient les ressources locales, filtrent les perceptions touchant à la chronologie de

---

107 Ibid., p. 2
108 Ibid.
109 Ibid.
110 Ibid.

l'instruction et accordent leur aide à titre temporaire aux enseignants ayant moins d'expérience sous forme de programmes d'études et d'exemples plus ou moins détaillés.[111] Mais "qu'elle que soit l'ampleur de cette aide, c'est à l'école d'assumer la responsabilité de la préparation du curriculum".[112]

Le rôle majeur de mettre en oeuvre le curriculum revient à l'enseignant. "Une bonne partie de la préparation (et parfois presque toute la préparation) revient à l'enseignant individuel. Certaines phases de la planification requièrent la coopération de tout le corps enseignant d'une division donnée parfois pour donner les meilleurs résultats."[113]

"Les enseignants ont la responsabilité individuelle de choisir les stratégies, les ressources et les besoins individuels des enfants qui devraient par la suite être inclus eux-mêmes dans l'établissement d'objectifs à court terme, dans la conception de moyens pour accomplir les tâches et dans le choix des activités."[114]

La division intermédiaire: Publiés en 1951, Curriculum 1:1 et les parties grades 9 et 10 de HS1 constituent les seuls documents ministériels concernant la politique actuelle du curriculum.[115] Le document qui projette de combler cette lacune, Les années d'adolescence, n'est pas encore prêt.[116] Des détails, sur la politique ayant trait aux responsabilités des personnes qui entreprennent de mettre en pratique ce qui est attendu, ont été déduit d'un avant-projet

---

111 Ibid.
112 Ibid.
113 Ibid.
114 Ibid.
115 Département de l'Education de l'Ontario, Division intermédiaire: programmes de cours expérimentaux (Toronto: 1951).
116 Storey, John W., "Politique provinciale du curriculum", (Toronto: mai 1977), p. 35.

sur les années intermédiaires et de directives sur les sujets intermédiaires publiés en 1977. Ayant pour sous-titre la Politique provinciale du programme des divisions intermédiaires,[117] ce document de travail "établit les buts pour la division, décrit les besoins et les caractéristiques de l'adolescent, décrit ce que le programme individuel de chaque élève doit comprendre comme enseignement chaque année et identifie les responsabilités des enseignants, des principaux et des agents de supervision qui en découlent".[118]

"Au niveau local, les principaux et les enseignants doivent s'assurer que chaque élève ait des possibilités d'atteindre la compétence et les formes de croissance et de développement sous-entendues dans chacune des attentes des directives. Le principal et ses subordonnés doivent décider quels cours/unités/thèmes seront les meilleurs véhicules pour cette entreprise".[119] Dans Directives intermédiaires pour l'Anglais,[120] l'histoire,[121] et la géographie,[122] la responsabilité du principal et des enseignants est réitérée en termes spécifiques de préparation de programme et de mise en pratique dans ces matières.

---

[117] Ministère de l'Education de l'Ontario, Directive générale, les années intermédiaires: Politique provinciale pour la division intermédiaire (Toronto: 1975).

[118] Ibid., p. 2.

[119] Ibid., p. 8.

[120] Michalski, Catherine, et al., Histoire des directives de curriculum pour la division intermédiaire Anglais, (Toronto: Ministère de l'Education de l'Ontario, 1977).

[121] Clemens, Jim, et al., Histoire des directives de curriculum pour la division intermédiaire Histoire (Toronto: Ministère de l'Education de l'Ontario, 1977).

[122] Ardrew, Marilyn, et al., Histoire des directives de curriculum pour la division intermédiaire Géographie, (Toronto: Ministère de l'Education de l'Ontario, 1977).

En résumé, le ministère établit les attentes et les objectifs provinciaux pour la division intermédiaire et au niveau local, le principal et les enseignants sont responsables du développement et de la mise en pratique d'un programme qui doit répondre clairement aux espérances et objectifs provinciaux.

La division senior: L'introduction de HS1[123] insiste sur le rôle de l'école dont "le but principal est d'aider chaque élève à développer au maximum son potentiel en tant qu'individu et membre de la société".[124] Du point de vue de ceux qui sont dans l'enseignement élémentaire dans les affaires et l'industrie, l'école secondaire passe pour la plaque tournante pour aller vers ces buts.[125]

Dans la division senior comme dans les divisions junior et intermédiaire de l'élémentaire, c'est "au niveau local que l'on recherche les nouvelles possibilités de mieux formuler les objectifs et planifier le curriculum..."[126] Comme dans le cas des divisions antérieures, on insiste qu'il faut tenir compte des différences entre les élèves.[127] Dans la division senior "on considère qu'il est opportun... pour chaque école de préparer ou d'adapter son propre programme pour tenir compte des besoins, des intérêts et des aptitudes des élèves de sa communauté".[128]

Politique provinciale du curriculum: Dans son allocution sur ce sujet au séminaire d'élaboration de programme du ministère de l'Education en mai 1977, le directeur de la section du programme, John Sorey, insista sur la place importante qu'occupe l'élaboration du curriculum et sa mise en pratique. Il

---

123 Ministère de l'Education, Conditions d'obtention du diplôme d'école secondaire: Circulaires HS1 1977-1978 (Toronto: 1977).
124 Ibid., p. 1.
125 Ibid.
126 Ibid.
127 Ibid.
128 Ibid., p. 3.

nota que "provincialement, le ministère s'occupe encore d'élaborer des directives de curriculum et non pas des programmes d'études. Les autorités scolaires locales continueront d'avoir une grande responsabilité dans l'élaboration du curriculum. Cette planification locale continuera de concerner l'élaboration d'objectifs spécifiques appropriés pour chaque cours offert à différents niveaux de difficulté - trois niveaux ou plus en général - afin de répondre aux besoins de tous les élèves... Mais cette situation n'a rien de nouveau. Les enseignants l'ont fait jusqu'à présent et l'ont bien fait".[129]

Pour résumer cette information sur la politique ontarienne de responsabilité du curriculum, on cite Storey disant, "Cette évolution suit celle qui a été établie dans les années de formation selon laquelle le curriculum de chaque école assure que certaines possibilités d'instruction sont fournies, mais ne va spécifier davantage le niveau précis de ce qui est à atteindre".[130] "La responsabilité reviendra où il se doit, c'est-à-dire à l'enseignant et au principal".[131]

Structure des conseils scolaires et procédure d'élaboration du curriculum

Bien qu'aucune étude systématique des rôles, des structures des procédures et des décisions en Ontario n'ait été entreprise, un certain nombre de rapports et d'études sur des systèmes scolaires ont été faits. Leur compte rendu pourrait facilement prendre tout un chapitre. Il nous suffira de noter ici la complexité extraordinaire qui caractérise toute la province et certaines raisons pour cette complexité.

En gros, la spécificité du curriculum arrivant à l'enseignant peut être

---

129 Storey, John W., Politique provinciale du Curriculum, (Toronto: le 17 mai 1977), p. 20.
130 Ibid.
131 Ibid., p. 21.

divisée, d'une façon quelque peu arbitraire, en degrés modérés, moyens et élevés dans la province. La figure 4.1 illustre ces rapports.[132]

Dans la première organisation, la "modérée", les directives ministérielles sont transmises aux enseignants par le biais d'ateliers d'explication, par exemple. On s'attend alors à ce qu'ils préparent le curriculum au niveau de leur école ou même de leur classe. Ce plan tend à caractériser les petits conseils scolaires qui ne disposent que d'un minimum de ressources. C'est un plan qui, s'il est bien organisé, donne à l'enseignant le rôle principal.

Le plan "intermédiaire", que l'on retrouve le plus couramment dans la province, est tel que les bureaux centraux des conseils scolaires préparent un ensemble de directives à un deuxième niveau plus spécifique que les directives ministérielles. Celles-ci peuvent être ébauchées au bureau central du conseil par les experts-conseils, les doordonnateurs et les surintendants ou encore, elles peuvent être faites en collaboration avec d'autres personnes du système scolaire dans des équipes communes de rédaction. Selon ce plan, il revient à l'école de mettre les directives, qui s'appliquent à tout le système, sous forme de programmes appropriés. A ce stade, il pourrait se faire une distinction entre les systèmes qui demandent une application rigoureuse de leurs directives et ceux qui laissent plus de latitude aux écoles pour interpréter et adapter leurs directives.

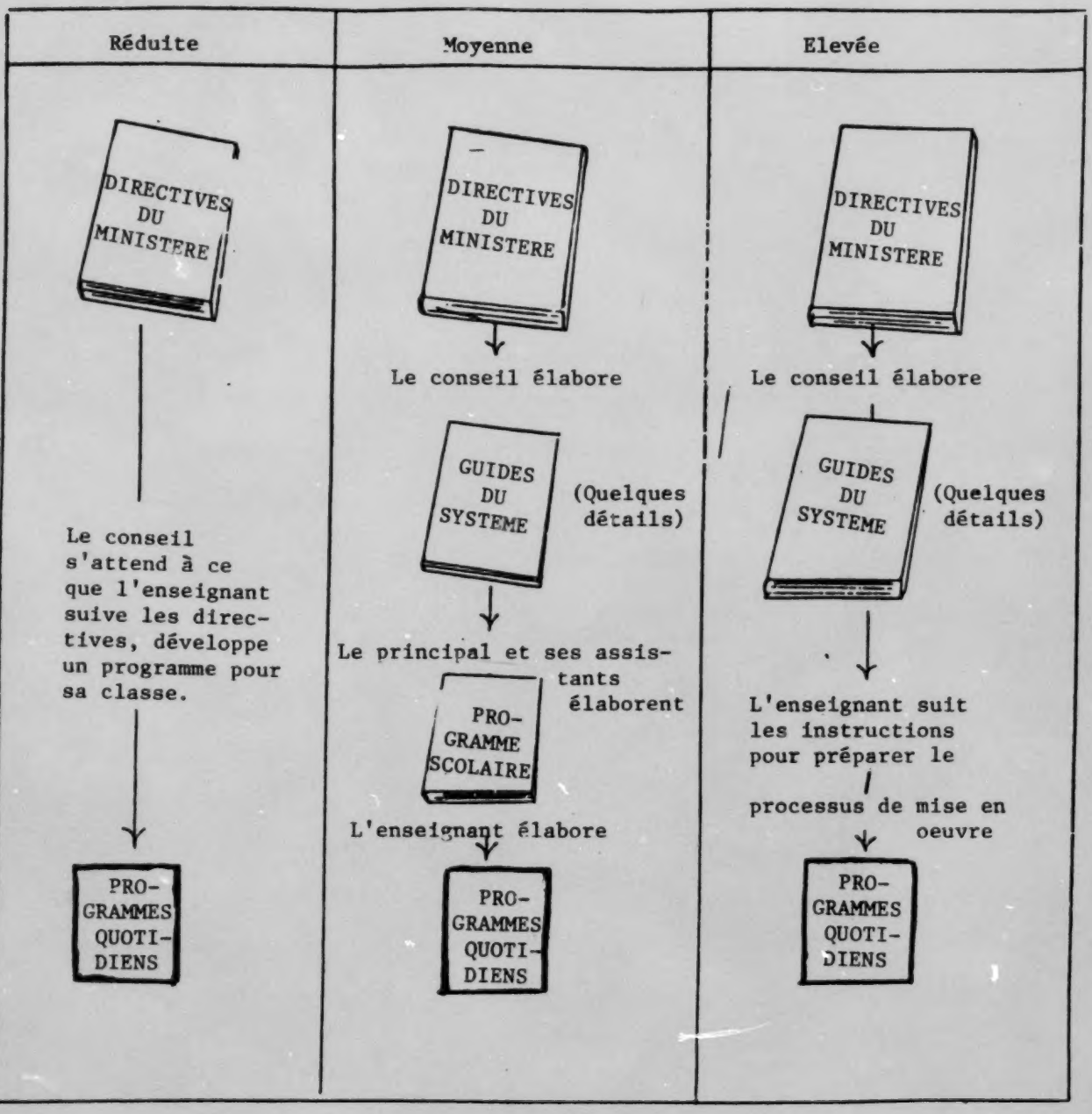
Développé à l'extrême, la première des deux possibilités dans le système intermédiaire conduit à une stratégie "poussée" qui revient à élaborer des di-

---

[132] Greenfield, T.B., et al., Créer et changer le curriculum dans un système scolaire: Conception pour le développement, mise en oeuvre et évaluation, Rapport au conseil de l'éducation du comté de Wellington, (Toronto: OISE, département d'administration de l'éducation, 1976), p. 124. Citation autorisée.

FIGURE 4.1

SPECIFICITE DU PROGRAMME AU NIVEAU DE L'ENSEIGNANT



rectives pour le système entier et de s'assurer ensuite qu'elles sont appliquées dans les salles de classe du conseil. D'après un tel plan, qui est d'ailleurs assez commun dans la province, les enseignants et les principaux ont à peine plus d'autorité et de responsabilité que dans un système où des cours d'études ministériaux seraient spécifiés.

Dans ce sens, l'auteur d'un article préparé pour le groupe de travail remarquait que "après le désengagement du ministère d'un système puissant et à la Prussienne sous Ryerson, les aspects féodaux de l'ancienne organisation ministérielle et de l'administration de l'éducation se trouvèrent transférés à 120 petits systèmes féodaux sous forme de conseils scolaires de villes ou de comtés".[133] Nous pensons que les choses n'en sont pas là pour toute la province mais il nous semble aussi que souvent, bien des écoles et des enseignants n'ont pas saisi le vrai sens de l'élaboration du programme.

Le nombre de personnes, les rôles qu'elles tiennent et les structures d'organisation créées par les conseils, surtout ceux des types intermédiaire et élevé, sont d'une grandeur étonnante. Alors que la politique stipulait clairement que le curriculum devait être élaboré au niveau local, la méthode à suivre pour ce faire n'a jamais été spécifiée en détail. Comme nous le faisions remarquer plus haut, il n'y a pas de cadre d'opération pour les buts de la province de l'Ontario ni pour l'élaboration des curricula. Ainsi, dans l'étude d'un conseil, un personnel provenant de neuf catégories différentes des commissaires aux enseignants, se trouve impliqué dans des décisions ayant trait au curriculum et cela recouvre six tâches générales depuis le budget jusqu'à l'évaluation.[134]

---

[133] Wees, W.R., "L'autonomie de l'enseignant et de l'éducation permanente", (Toronto: Miméo, 1978), p. 2.

[134] Leithwood, K.A., "Preliminary Report of the Tri-County Curriculum Decision Making Project", 1976, Annexe A.

Il y a des différences non seulement d'un conseil à l'autre mais aussi à l'intérieur d'un même conseil. L'étude d'un conseil de l'Ontario a révélé neuf procédures générales pour prendre les décisions.[135] Une de ces voies est présentée à la figure 4.2[136] pour donner une idée de la complexité en question.

Il va sans dire que l'élaboration du curriculum est devenue une activité qui réclame beaucoup de travail et qui est aussi très coûteuse dans la province. Chaque phase, chaque décision et chaque procédure prend du temps. Nos visites à des conseils dans toute la province indiquent qu'une grande insatisfaction prévaut à ce niveau à propos de ces circonstances. Nous pourrions déduire de cela que l'insatisfaction diminuerait si les procédures et les activités étaient simplifiées. Mais comme le démontre notre passage en revue de l'histoire de la conception du programme en Ontario, la confiance dans les enseignants et dans les droits des communautés locales dans le contexte d'une autorité centrale appropriée découle de convictions très anciennes. Par conséquent, tandis que le degré et le genre d'activité dans la préparation du programme au niveau du conseil sont en question, l'importance accordée aux enseignants et au développement local ne l'est pas. Ce qu'il faut, c'est une distinction conceptuelle plus nette entre les fonctions de préparation des écoles et celles du ministère; en même temps, un modèle assez précis de la relation de ces deux pôles d'élaboration du curriculum est nécessaire.

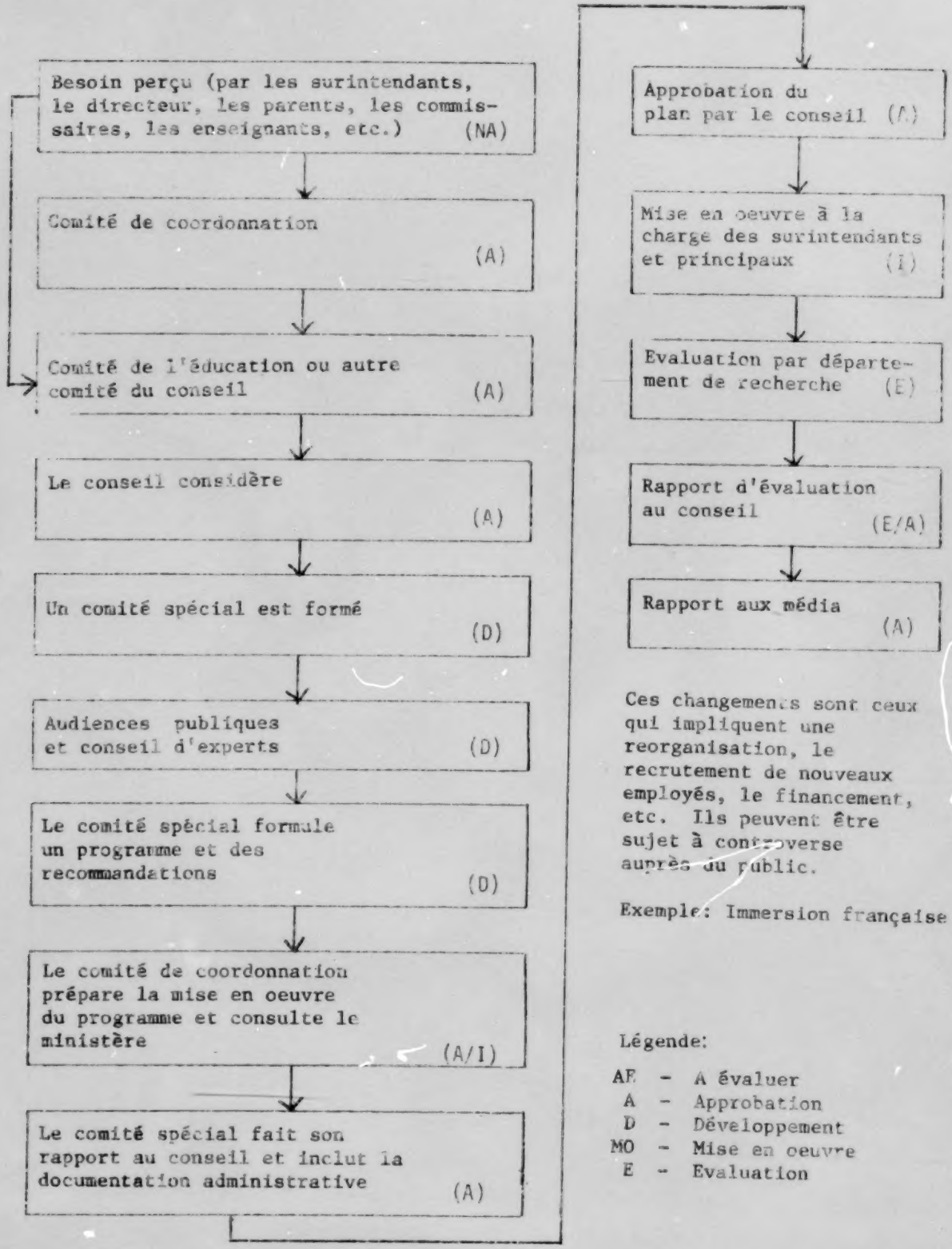
---

[135] Greenfield, T.B. et al., Créer et changer le curriculum dans un curriculum dans un système scolaire: Conception pour le développement, mise en oeuvre et évaluation, Rapport au conseil de l'éducation au comté de Wellington, (Toronto: OISE, département d'administration de l'éducation, 1976), p. 41.

[136] Ibid., p. 45.

FIGURE 4.2

NOUVEAUX PROGRAMMES INITIES PAR L'AUTORITE CENTRALE
CHEMINEMENT LONG POUR LE DEVELOPPEMENT ET L'EVALUATION



Ces changements sont ceux qui impliquent une reorganisation, le recrutement de nouveaux employés, le financement, etc. Ils peuvent être sujet à controverse auprès du public.

Exemple: Immersion française

Légende:

AE - A évaluer
A - Approbation
D - Développement
MO - Mise en oeuvre
E - Evaluation

NOTE SUR LE MINISTERE DE L'EDUCATION

Toute personne qui lira la chronique de l'histoire du programme de l'Ontario pour la première fois serait frappée, et même stupéfiée, par la prédominance des noms appartenant au ministère de l'Education aux niveaux politique et bureaucratique. En fait, cela n'est pas si surprenant. Après tout, Ryerson avait pris plus de pouvoir et cela continua jusqu'au début des années 30. En fait, d'un point de vue strictement légal, le pouvoir central est encore aussi fort que jamais.

On ne peut s'empêcher de penser, en voyant l'histoire du curriculum de l'Ontario, qu'un pouvoir central fort était une bonne chose en définitive. Le développement de l'égalité des chances, des buts variés pour le programme, du rôle important de la scolarisation des enfants dans leur éducation et des objectifs de l'enseignement centrés sur l'enfant, tout cela doit être attribué en grande partie, semble-t-il, à la politique et aux activités de mise en oeuvre de l'autorité centrale. Il y a bien sûr des dangers propres à un tel système de contrôle. A la lecture de Ryan sur le système de crédit de l'Ontario, il ressort clairement que des personnes fortes dans le ministère peuvent avoir énormément d'influence et cela peut être bon ou mauvais selon le cas.[137] Le potentiel pour la mise en vigueur de notions rigides qui semblent avoir prédominé à l'époque d'après Ryerson existe encore. Il semblerait tout de même, dans une province de géographie aussi variée que celle de l'Ontario avec une population aussi inégalement distribuée, que la direction d'un pouvoir central fort est requise pour assurer l'égalité dans la province.

Etant donné notre perspective des objectifs de l'éducation qui suggère que l'Ontario a eu tendance à négliger les objectifs sociaux, un des problèmes

---

[137] Ryan, Doris W., "Policy Making in Curriculum".

qui se posent est lié aux rapports du ministère de l'Education avec les autres branches du gouvernement. Ces autres branches devraient constituer une bonne source d'information et d'idées sur les objectifs sociaux de l'éducation comparés aux objectifs centrés sur l'enfant. Il se pourrait que l'interaction avec d'autres branches du gouvernement aiderait le ministère de l'Education à équilibrer les domaines orientés vers l'enfant et vers les objectifs sociaux.

Un autre problème encore est d'atteindre un bon équilibre entre les effets désirables et indésirables d'un pouvoir central fort. Au fond, la qualité des gens recrutés par le ministère de l'Education est peut-être ce qu'il y a de plus important pour trouver cet équilibre. Dans la mesure où les employés du ministère ont accès à des idées sur les programmes provenant du monde entier, sur les progrès de l'éducation et sur les besoins et les demandes de la population de l'Ontario, ils sont plus en mesure d'initier des plans de curricula, de conseiller le ministre sur les politiques et de travailler avec les conseils scolaires locaux. Sans avoir fait d'analyse spéciale des données-clés au cours des années, il nous semble tout de même qu'un personnel de haut calibre a été à l'avantage de l'Ontario par le passé. Nous pensons qu'il faudra réfléchir à des façons et à des mécanismes systématiques pour le recrutement et la sélection du personnel ministériel et continuer de maintenir sa qualité à l'avenir. Les possibilités de projets éducatifs avancés et sur le tas, des comités de sélection plus larges pour la sélection du personnel, des congés sabbatiques et des programmes d'échanges sont toutes à considérer.

La tendance actuelle qui veut qu'on publie les noms des enseignants ou des universitaires qui font partie des comités du curriculum, ce qui n'était pas fait auparavant, assurera que les pouvoirs sont utilisés à bon escient.

III

EFFETS POSSIBLES DE LA BAISSE DES EFFECTIFS SUR LE CURRICULUM

Jusque là, dans ce chapitre, nous nous sommes surtout préoccupés des articles majeurs de la conception du programme en Ontario et comment ceux-ci risquaient d'être touchés par la baisse des effectifs. Dans cette section, nous nous tournons vers des sujets plus concrets et plus spécifiques. Tous ces sujets sont liés, bien sûr, à la conception et devraient être lus en conséquence. Les effets attendus de la baisse des effectifs dans les quatre divisions scolaires de l'Ontario (primaire/junior, intermédiaire et senior) et quelques suggestions sont résumés ci-après en quatre catégories: buts et objectifs, élaboration de programme, programmes d'études, milieu d'instruction dans les salles de classe et service de soutien du curriculum. Un astérisque identifie les sous-titres qui s'appliquent à toutes les divisions et qui font ressortir des questions qui font l'objet d'études de la Commission.

Nos sources provenaient de deux sondages d'opinion effectués par des responsables des régions du nord-est[138] et de l'est[139] de l'Ontario, d'opinions provenant de membres du groupe de travail (de la Commission) sur le programme d'information obtenue auprès de la Fédération canadienne des enseignants,[139a] le Rapport du groupe de travail sur la baisse des effectifs scolaires de la société des enseignants du Manitoba[140] et le Rapport sur la baisse de la popu-

---

[138] Leithwood, K.A., "Réponses des agents de supervision des régions du nord-est de l'Ontario (11 systèmes représentés)", (février 1978).

[139] Leithwood, K.A., "Discussion avec les surintendants de l'est ontarien sur la baisse des effectifs scolaires et des ressources", (février 1978).

[139a]

[140] Reimer, A., Président, Rapport du groupe de travail sur la baisse des effectifs, Société des enseignants du Manitoba, (mars 1975).

lation rurale et ses répercussions sur l'éducation rurale par M.P. Scharf[141] pour l'Association des commissaires d'écoles de Saskatchewan. Plusieurs rapports de conseils scolaires aimablement transmis à la Commission furent aussi consultés. De plus, nos visites aux conseils au cours des derniers mois nous valurent d'obtenir bien des documents.

LES DIVISIONS PRIMAIRE/JUNIOR

Buts et objectifs

Suppléments: L'objectif qui est de prêter une attention supplémentaire aux différences individuelles des élèves peut être perdu.

Les bases: Les bases peuvent être enseignées avant les suppléments.

*Qualité: Les objectifs ne changeront peut-être pas mais pourront ne pas être atteints.

Responsabilité des écoles publiques: Un examen systématique des suppositions qui ont conduit à l'inclusion du jardin d'enfant junior et du grade 13 au programme pourrait être utile.

L'élaboration du curriculum

Manuels scolaires: Il se peut que les enseignants se rabbattent sur leurs manuels et que ceux-ci deviennent le programme.

*Mise en pratique: Les mutations d'enseignants peuvent avoir pour résultat de ne pas couvrir certaines parties du curriculum à cause de manque de personnel ou de manque de détermination. Cette responsabilité peut retomber sur les principaux et sur les hauts administrateurs.

*Equipes de rédaction d'été: Celles-ci peuvent être supprimées à moins qu'autre chose ne le soit.

Le moral des enseignants: Le moral bas risque de diminuer l'esprit de

---

141 Scharf, M.P., Rapport sur l'exode rural et son effet sur l'éducation, Association des Commissaires d'écoles de Saskatchewan, (Regina, 1974).

corps et d'aiguiser les appréhensions au sujet de la mise en oeuvre du curriculum.

*Centralisation: Il peut se passer un replis du développement local vers une plus grande prédominance du central ou provincial. Cependant, l'initiative pour le développement d'alternatives peut venir du niveau local de telle manière que la baisse des effectifs soit considérée, non pas comme ayant des conséquences critiques, mais comme étant l'occasion pour une planification locale plus minutieuse et pour plus de coopération.

Les programmes et les cours

Programmes: Les programmes tels que la musique, les études familiales, les arts et l'immersion en français peuvent être interrompus. Les voyages d'études sont déjà nombreux.

Langues: Une augmentation du nombre des grades multiples peut signifier moins d'attention portée aux débutants au détriment de leurs résultats. Puisqu'on insistera sur la lecture pour compenser, la composition risque de s'en ressentir.

*Ressources: Le matériel de ressources peut devenir moins abondant. Ceci est important car les enseignants sont formés pour travailler avec un matériel spécifique. Tout cours qui nécessite du matériel s'en ressentira étant donné que tous les fonds d'instructions sont remis en question. Tant que la politique de financement est ambiguë, les maisons d'édition hésiteront à remettre à jour la qualité de leurs publications. L'enseignement à l'ordinateur pourrait devenir plus fréquent. Les bibliothécaires peuvent devenir moins nombreux ou éliminés. Les classes mobiles transportées d'une école à l'autre peuvent procurer des moyens spéciaux autrement inaccessibles.

Le milieu éducatif dans les salles de classe

*Grades multiples: La fréquence de grades multiples peut augmenter et avoir un effet néfaste sur le moral des enseignants. Les grades multiples tendent à rendre plus difficiles l'attention individuelle aux élèves et les travaux de rattrapage. Les efforts de travail dans le "concret" pourraient diminuer, de même que les efforts d'enseignement pratique. Bien que tous les grades multiples ne soient pas forcément une mauvaise chose, les enseignants tendent cependant à le penser et des efforts devraient être faits pour les convaincre des mérites possibles de ce moyen.

*Le corps enseignant: Le fait que des enseignants seront déclarés redondants mine le moral général. L'ancienneté sera probablement le déterminant essentiel pour la rétention d'un emploi, et l'âge moyen plus élevé des enseignants pourra signifier moins d'enthousiasme. Les équipements auxiliaires d'enseignement se trouveront moins facilement et seront probablement moins bien entretenus. Le rapport des nombres élèves-enseignants peut augmenter.

*Les élèves: Le moral de la classe se ressent facilement du moral de l'enseignant.

Services de soutien du programme

*Gestion du programme: Le programme risque de devenir moins avancé. Cependant, les chefs de département des écoles secondaires qui reçoivent des élèves en provenance des écoles élémentaires et juniors "périphériques" pourraient participer à l'élaboration du programme de ces écoles. Le nombre d'experts-conseils peut se trouver grandement réduit. Les associations d'enseignants peuvent aider à combler le vide laissé par les experts-conseils. Les administrateurs les plus anciens peuvent prendre une retraite anticipée. Le personnel jeune compétent et ambitieux peut quitter

son domaine. Des conflits pourraient jaillir entre les employés les plus jeunes et les moins jeunes.

LA DIVISION INTERMEDIAIRE

Buts et objectifs

*Différences individuelles: Il peut y avoir moins de roulement dans les programmes des grades intermédiaires (7 et 8). Répondre à une grande variété de besoins chez les élèves ne sera plus chose aisée avec un nombre réduit de personnes de ressource. De plus, avec des rapports élèves-enseignants plus élevés, les enseignants seront obligés de s'éparpiller et la qualité pourrait se détériorer.

*Atteindre les objectifs: Etablir et atteindre des objectifs pour les élèves dépend du nombre et du type de cours qui peuvent être offerts au niveau intermédiaire (grades 9 et 10). Il se pourrait qu'il devienne plus difficile d'atteindre certains objectifs étant donné que beaucoup d'enseignants recyclés enseigneront un sujet autre que leur sujet principal. Les objectifs dans l'étude des langues peuvent devenir problématiques car des élèves anglophones seront peut-être transférés dans des écoles francophones et vice-versa. Pour atteindre des objectifs tenant compte du besoin des enfants, il faut des enseignants bien informés et dévoués et non pas des gens paralysés par leur défaitisme.

*Participation de la communauté: La communauté locale peut augmenter sa participation dans l'établissement des priorités pour les écoles.

Elaboration du curriculum

*Engagement de l'enseignant: Les enseignants spécialistes seront moins souvent libérés de leur classe pour participer à l'élaboration du curriculum. Une des raisons que l'on peut citer est la rédaction des rapports

pour les enseignants suppléants. Une autre alternative serait de recruter des élèves-enseignants pour assurer la relève de l'enseignant chargé du curriculum et de transférer dans une plus grande mesure la responsabilité du curriculum au principal qui en deviendrait directeur et qui élaborerait le curriculum avec l'assistance de ses subalternes.

Les programmes et les cours

Nouveaux cours: Moins de nouveaux cours seront mis en pratique.

Options: Une tendance vers un nombre d'options moins grand pour les élèves existe. Certains pensent que c'est là un développement souhaitable.

*Programmes spéciaux: Les programmes complets entièrement en français et en anglais peuvent devenir impossibles de même que les écoles bilingues. Ceci nécessiterait des changements de politique et pourrait renvoyer le problème aux communautés locales. Les priorités de la communauté pourraient empêcher ces changements de politique.

Programmes ordinaires coûteux: Lorsque des programmes d'atelier, d'art et de musique sont réduits, une alternative serait d'utiliser les services d'un enseignant du secondaire au niveau élémentaire si son emploi du temps au secondaire n'est pas assez rempli.

Le milieu éducatif dans les salles de classe

Le corps enseignant: Une responsabilité plus directe du niveau local pour l'élaboration du curriculum tend à entamer l'endurance des enseignants. Les enseignants chevronnés estiment qu'ils ont moins besoin d'élaboration de curriculum pour leur propre classe.

Services de soutien du programme

Participation de la communauté: Un plus grand usage des services de la communauté peut être fait et d'autres ressources peuvent être trouvées à un coût minimal telles que, par exemple, l'inclusion de troupes de

théâtre et d'art extérieures dans les activités scolaires.

*Services coopératifs: Un plus grand usage de personnel, d'expertise et de stratégies communes peut être fait pour le développement matériel des conseils scolaires.

*Gestion du curriculum: Les fonds existants peuvent être déboursés d'une façon moins conventionnelle; ainsi des enseignants qui ont la bosse de la gestion peuvent se partager la tâche qui irait normalement au vice-principal et les fonds correspondants pourrait aller à des activités de programme et de perfectionnement professionnel.

LA DIVISION SENIOR

Buts et objectifs

Cours: Bien que l'on s'attende à ce que les effets soient moindres sur les objectifs de la division senior, certains cours visant ces objectifs risquent d'être abandonnés.

Elaboration du curriculum

Principaux: Ils peuvent hériter de la responsabilité de l'élaboration du curriculum pour laquelle ils n'ont pas été formés. Ils seront peut-être obligés d'agir en tant que "premier enseignant" dans plus d'une école et cela réduirait le temps qu'ils pourraient consacrer à l'élaboration du curriculum.

Chefs de département: Ils pourraient se trouver obligés de coordonner l'élaboration du curriculum des divisions intermédiaires extérieures et intérieures à leurs écoles immédiates. Les chefs peuvent avoir un nombre plus grand d'enseignants sous leur responsabilité et avoir donc moins de temps à consacrer à la direction de l'élaboration du curriculum.

Evaluation du curriculum: Peu d'effets sont à craindre ici étant donné

qu'il s'y passe seulement très peu. Une formation plus avancée en évaluation du curriculum est nécessaire pour rendre possible un plan plus prudent mais les fonds pour ce genre d'entreprise se tarissent très vite lorsque les ressources diminuent.

Les programmes et les cours

Options: Avec moins d'options possibles, il se peut que plus d'élèves décident de quitter l'école. Les effectifs scolaires diminueraient d'autant plus vite. On arrivera encore moins à répondre au besoin des élèves.

Programmes ordinaires: Les élèves se destinant aux études post-secondaires requièrent souvent certains cours de base. Les programmes de base de ce genre ne doivent donc pas être supprimés.

Transport: Le transport lointain des élèves pour leur donner accès à des programmes qu'ils ne trouvent plus près de chez eux tend à créer certains problèmes avec les parents. C'est là un sujet qui peut servir à impliquer davantage les parents dans le choix des priorités scolaires.

Le milieu éducatif dans les salles de classe

(Voir les autres divisions)

Services de soutien du curriculum

*Gestion du curriculum: Le personnel de ressource peut devenir un luxe couteux. Les experts-conseils et les agents de supervision se voient leurs situations changer pour combler les vides créés par la baisse des effectifs. Ainsi, certaines écoles vides sont louées à d'autres organisations pour créer des revenus, en pratique le personnel de ressource tend aussi à en devenir le locataire principal. La suppression des services du personnel de ressource a un effet néfaste sur les enseignants. Ceux-ci estiment que ce qu'ils enseignent a moins d'importance si aucune assistance en ressource ne l'accompagne. L'aide provinciale peut être requise

pour garder le personnel de ressource.

Attitudes: Une attitude positive pourrait faire beaucoup pour dissiper les craintes qui accompagnent les difficultés. Parfois, un problème peut favoriser l'union de ceux qu'il touche.

EFFETS REPETES ET SOLUTIONS POSSIBLES

Tandis que notre travail avançait comme la liste en témoigne plus haut, plusieurs domaines se sont polarisés et ont exigé que des études soient commanditées. Certains de ces domaines semblent être dans un état critique à cause de la baisse des effectifs scolaires tandis que d'autres semblent offrir une voie possible pour l'avenir. Une liste préliminaire des questions d'intérêt possible avec chaque étude est donnée plus bas. Celle-ci sera sans doute modifiée au fur et à mesure et en même temps qu'avance le travail et nous invitons les commentaires et suggestions de toute personne ou groupe intéressés.

Education spéciale

Cette étude tente de répondre à cinq questions. Dans quelle mesure les tendances de la population en général s'appliquent-elles aux populations spéciales? Quelles caractéristiques les éducateurs en classe prennent-ils en ligne de compte pour décider qu'un élève est handicapé? Dans quelle mesure l'éducation en Ontario est-elle disposée à intégrer des enfants exceptionnels dans des classes ordinaires? Dans quelle mesure les instituts d'éducation des enseignants préparent-ils ou devraient-ils préparer les enseignants à l'intégration des élèves spéciaux? Quelles sont les données ou les moyens qui existent pour renverser les tendances à détourner les fonds de leur utilisation dans l'éducation spéciale lorsque celle-ci est prévue?

Enseignement francophone

Cette étude contiendra trois parties principales. Primo, une description du curriculum francophone comme il a évolué depuis 1968, année où le rapport Bériault[142] et la législation pour les écoles élémentaires et secondaires françaises furent acceptés. Secundo, une description des problèmes probables et possibles dans le maintien de la qualité du français en tant que programme de première langue. Tertio, des suggestions pour résoudre les problèmes de secundo.

Education des enfants en bas âge

Cette étude tente de répondre à trois questions principales. Quels sont les besoins principaux en garderies et en éducation tels que les voient les intitutions et les agences qui offrent présentement ces services? Lorsque les prévisions et les besoins provinciaux sont déterminés, quels sont les résultats de recherche et quels sont les efforts de développement qui répondent à ces besoins? Que suggèrent les réponses aux questions un et deux pour: a) la mesure dans laquelle les écoles publiques peuvent avoir des programmes pour des enfants de 3 et 4 ans? b) les différentes fonctions requises pour l'éducation des enfants en bas âge? c) les différents types de formation pour remplir ces fonctions?

Education multicurelle

Cette étude tente de répondre à six questions. Quelles sont les tendances des inscriptions d'enfants nés au Canada par rapport à ceux qui sont nés à l'étranger? Quelles sont les régions particulières de la province qui sont concernées? Quels sont les autres villes, provinces et pays qui ont eu des problèmes similaires? Quelles étaient leurs solutions? A quels changements

---

[142] Beriault, Roland, Rapport du comité sur les écoles de langue française de 1968, (Toronto, département de l'Education de l'Ontario, 1968).

ont-ils procédé dans les curricula scolaires, dans le matériel, etc., pour aider les nouveaux arrivants et l'ancien groupe dominant à s'adapter? Quels efforts particuliers ont été faits pour faciliter l'entente interculturelle et inter-raciale?

Education des populations indigènes

Cette étude tente de répondre à cinq questions principales. Quelles sont les tendances qui passent pour avoir le plus de valeur et le plus d'importance dans l'éducation (y compris l'éducation spéciale) des enfants d'origine indigène ces vingt dernières années? Ces améliorations sont-elles touchées par la baisse des effectifs? Prévoit-on qu'elles le seront? La baisse des effectiffs pourrait-elle stimuler ou faciliter des tendances souhaitables au sujet des populations indigènes ou pour elles? Quels sont les chiffres spécifiques par comté des effectifs scolaires correspondant à la population d'origine indigène?

Langues: (1) Anglais comme langue seconde (2) Français comme langue seconde (3) langues d'héritage

Pour chacune des langues, six questions principales sont posées. Quelles sont les tendances d'organisation pour les inscriptions (telles que l'immersion, les leçons de 30 minutes, les enseignants itinérants) au cours des cinq dernières années et celles prévues pour les cinq prochaines années? Qu'est-ce qui a été fait comme recherche dans ce domaine? Y a-t-il des aspects valables de nouvelles méthodes d'organisation qui sont menacés par la baisse des effectifs? Les conseils scolaires ont-ils déjà ressenti les effets de la baisse des effectifs et si oui, qu'ont-ils fait ou que comptent-ils faire? Que signifient ces changements pour la formation, le recyclage, la sélection et la rétention des enseignants? Dans quelle mesure peut-on tirer profit de la baisse des effectifs?

Enseignement pour adultes

Cette étude pose trois questions principales. Quels nouveaux domaines de l'enseignement pour adultes ont été développés à cause de la baisse dans les effectifs des écoles publiques et à cause de l'augmentation concomitante du nombre des adultes? Quelle est la participation réelle et potentielle des adultes aux différents niveaux de l'enseignement? Qu'est-ce que les différentes sources et les systèmes de financement signifient pour les attitudes, pour les méthodes et pour les pratiques gestionnaires de l'enseignant?

Ecoles communautaires

Un article sur les écoles communautaires abordera les sujets suivants: possibilités d'utilisation communautaire des bâtiments scolaires, programmes scolaires pour les parents, programmes de participation active et bénévole, activités de loisirs communautaires, corps consultatif adulte, un programme à plusieurs choix ouvert à la communauté, possibilités d'identification et de solution des problèmes sociaux de la région, instruments de communication et structures pour permettre des relations avec d'autres agences sociales.

Elaboration du curriculum

Les études dans ce domaine examinent l'intensité de la main d'oeuvre et les stratégies administratives dans la gestion du curriculum dans les conseils scolaires de l'Ontario.

IV.

ENSEIGNEMENT, SOUPLESSE DES CONSEILS SCOLAIRES ET QUALITE DU CURRICULUM

Dans cette section, la dernière de ce chapitre sur le curriculum, nous attirons l'attention sur trois facteurs dont dépend la qualité du curriculum: le calibre de l'enseignant, la qualité du sujet enseigné et la souplesse pour s'adapter aux nouvelles circonstances du curriculum.

Les résultats de notre histoire et les effets de la baisse de nos effectifs seront ressentis concrètement dans les salles de classe où les buts de notre curriculum sont réalisés. Notons en passant que l'enseignement consiste en une interaction entre les enseignants, le matériel didactique et les élèves. Il n'est pas simpliste d'avancer que des enseignants de haut calibre et du matériel de haute qualité sont les instruments essentiels d'un programme de haute qualité. L'enseignant est le plus important des deux car une bonne matière peut être plus ou moins bien enseignée et avec des intentions plus ou moins importantes. Mais ces deux éléments peuvent être influencés par la baisse des effectifs. Le résumé ci-dessus sur l'effet de la baisse des effectifs illustre cette observation. Ainsi, si la qualité du programme ne doit pas en souffrir, il sera important de retenir les éléments de notre conception du programme qui contribuent directement à maintenir une haute qualité d'instruction, c'est-à-dire du matériel de bonne qualité et des enseignants de haut calibre.

Le matériel didactique du programme, la baisse des effectifs de la qualité du programme.

Les écrits sur l'histoire du matériel didactique ne révèlent pas, en général, les meilleures pratiques bien que des réformes majeures du programme aient

été périodiquement tentées. En gros, on dispose de quatre stratégies pour le développement du matériel: des responsables académiques individuellement ou en comité, des enseignants ou des professeurs de pédagogie qui sont près des classes et des équipes mixtes de rédaction enseignants-rechercheurs. La quatrième stratégie, à laquelle le Comité d'étude des sciences physiques a donné son plus grand élan en 1955 aux Etats-Unis, consistait à utiliser une équipe mixte de rédaction et d'essai en pratique. En Ontario, il semblerait que la première stratégie n'ait pas été utilisée souvent, la deuxième est la plus courante, la troisième a eu une histoire très brève au temps de l'Institut Ontarien du Programme et la quatrième a été utilisée à l'occasion par l'Institut Ontarien des Etudes en Education.

La préparation de matériel didactique de haute qualité en Ontario est paralysée depuis l'introduction du système de crédits et depuis la liste agrandie des manuels scolaires permis (circulaire 14).[143] Les maisons d'édition n'ont plus de marché garanti pour leur matériel. Le problème était devenu critique au point qu'une Commission royale sur l'édition fit un rapport en 1972. Avec la baisse des effectifs, les problèmes de marchés deviennent plus aigus et les débouchés commerciaux plus limités. Des doutes sérieux subsistent quant à savoir si une bonne qualité serait assurée même si un marché garanti était créé par des directives spécifiées, par exemple, et par un contrôle central du curriculum. Les maisons d'édition tendent à utiliser la deuxième stratégie pour la préparation de leur matériel et ont tendance à aller vite. Ainsi, avec les nouvelles directives pour les divisions intermédiaires, des maisons d'édition dans tout l'Ontario placent rapidement des contrats auprès d'enseignants et autres pour la publication de manuels scolaires. Certaines ne visent

---

[143] Ministère de l'Education de l'Ontario, Circulaire 14 sur les manuels scolaires 1978 (Toronto: 1978).

que le marché de l'Ontario et d'autres visent aussi les autres provinces, mais dans tous les cas, ils cherchent à structurer le manuel scolaire pour correspondre d'aussi près que possible aux directives du ministère de l'Education. D'habitude, les gens qui sont sous contrat de ce genre pour la rédaction adoptent comme stratégie d'identifier un des sujets des directives, de ramasser une série de livres universitaires qui traitent du sujet et d'écrire un chapitre bref en empruntant par ci par là. Les suggestions de laboratoire et d'autres expériences de salle de classe proviendront de la formation générale de l'enseignant et de la qualité de la rédaction du texte.

Comparez cette procédure avec notre quatrième stratégie, préparation et essai pratique. Dans un article préparé par le Groupe de travail sur l'élaboration du programme pour l'Institut National de l'Education aux Etats-Unis, Walker écrivait:

> L'élaboration du curriculum a fait de grands progrès au cours des deux dernières décennies. Nous avons découvert comment procéder à des développements pilotes et comment mettre au banc d'essai les premières versions de matériel didactique pour leur apporter des améliorations substantielles avant qu'ils soient mis sur le marché. Nous savons que ce processus critique requiert une interaction fréquente entre les spécialistes de contenu, les gens qui conçoivent le curriculum, les évaluateurs et les enseignants. Nous savons qu'il faut des essais soigneux dans les salles de classe et des efforts intensifs pour déterminer la mesure de ces effets sur les élèves. Nous savons cela mais nous savons aussi que ce processus prend du temps et est très coûteux. Que l'on continue d'user de nos connaissances pour améliorer les programmes par des essais et par des versions pilotes ou non dépend de l'existence de fonds et de l'encouragement aux bons développements pilotes.144

Nous sommes d'avis que la qualité du matériel didactique ne sera probablement pas très bonne si l'on s'attend à ce que ce soit les enseignants qui les préparent "sur place", selon l'interprétation du but de la décentralisation de certains. Le matériel ne peut pas être de très haute qualité non plus lors-

---

144Decker, F. Walker, "Approaches to Curriculum Development", article pour le groupe de travail sur l'élaboration du curriculum, (1976), p. 31.

que les maisons d'édition passent des commandes auprès d'enseignants nécessitant une rédaction "au vol". Une des questions essentielles de la baisse des effectifs qui est donc en fait une question centrale qui se pose toujours mais surtout lorsque le nombre d'enfants qui se serviront du matériel deviendra plus limité, concerne donc les mécanismes pour le développement de matériel de haute qualité. Bien que nous n'ayons pas encore exploré toutes les possibilités dans cette direction, il nous semble que certains éléments des troisième et quatrième stratégies devraient être retenus. Dans certains petits pays, comme Israël par exemple, un centre spécial sous les égides du ministère de l'Education et d'une université sert de centre pour le préparation du matériel. Ce mécanisme et d'autres seront étudiés par la Commission et, si nous faisons assez de progrès, ils feront l'objet de recommandations dans notre rapport final.

Enseignants, baisse des effectifs et qualité du curriculum

Comme nous le rappelle l'histoire de la conception du programme de l'Ontario, la confiance et l'importance accordées à l'enseignant sont au centre de ce que l'on attend de la préparation du curriculum en Ontario. Nous avons noté que cette conception n'était pas remise en question, excepté, peut-être, qu'il y a une certaine inquiétude sur le niveau de la capacité de l'enseignant pour l'entreprise de certaines fonctions dans la préparation de programmes. Trois groupes de questions surgissent lorsque nous nous demandons comment cet article sur la conception ontarienne du curriculum peut être retenue à une époque de baisse des effectifs.

Le moral de l'enseignant: Ce sujet est traité ailleurs dans ce rapport intérimaire. Il est tout de même important de noter ici que de l'attitude et du zèle de l'enseignant en classe dépend beaucoup la qualité de ce que les

élèves apprennent. Au moment de la rédaction, nous n'avions pas de preuves pour étayer cet argument mais nous le considérons tout de même comme une vérité acceptée.

Il y a cependant des signes évidents qui indiquent que le moral des enseignants sera bas et risque encore de baisser. On peut arguer qu'une partie de la faute leur revient, surtout à cause de l'exercise de leurs droits de négociation collective avec les tensions inévitables qui ont surgi entre les enseignants et leur conseil et aussi avec la communauté générale. Nous couvrirons cet aspect ailleurs dans notre travail. Il y a aussi un autre aspect qui est lié au programme et qui est directement fonction de la baisse des effectifs et des problèmes de sécurité d'emploi.

Avec des effectifs qui diminuent et un curriculum qui comportera moins d'options, peut-être, il deviendra plus difficile pour les enseignants de se spécialiser dans un sujet à un niveau donné surtout dans les écoles secondaires. Il deviendra chose de plus en plus rare pour un enseignant du secondaire de n'enseigner qu'un sujet à un grade donné. Mais les enseignants d'écoles élémentaires seront touchés lorsque les classes à grades multiples deviendront la règle et quand les options telles que la musique, les programmes de sports et d'arts lutteront pour garder leur place au curriculum. De plus, il est possible qu'un des effets de la baisse des effectifs soit une demande accrue pour les cours intégrés d'étude.

Le mouvement de spécialisation qui s'est développé, dans une certaine mesure, dans les écoles élémentaires et plus dans les écoles secondaires à cause du grand nombre d'élèves et à cause du système de crédits tendra, nous semblerait-il, à se renverser. Ainsi, les enseignants qui ont pu explorer

des domaines d'intérêt personnel peuvent être obligés d'enseigner des sujets d'ordre plus général. Par conséquent, la question de sécurité d'emploi pour les enseignants a un aspect double -- est-ce qu'un emploi existe? et l'enseignant peut-il changer d'un emploi du temps d'enseignant spécialisé à un enseignament d'ordre plus général?

Une des questions qui se posent est de trouver des moyens de remonter le moral des enseignants par des mécanismes de titre d'emploi et de mutations. Bien entendu, ces facteurs sont notés ailleurs dans le rapport mais nous pensons qu'il est à conseiller de s'aviser des conséquences possibles sur le curriculum que l'on provoquerait à ignorer ce problème. Pour ce qui s'agit du curriculum, il ne s'agit pas simplement d'une question d'enseignants en tant que groupe, mais de qualité de l'enseignement dans les classes et de qualité du curriculum.

Les enseignants et le matériel didactique: Il semble qu'une certaine confusion ait régné en Ontario sur ce que signifie la décentralisation pour le rôle des enseignants dans l'élaboration du curriculum. Dans des cas extrêmes, il semblait qu'on attendât des enseignants qu'ils préparassent leur propre matériel didactique et dans d'autres cas le conseil s'occupait de tout et les enseignants devaient simplement mettre en pratique les cours d'étude du conseil. La figure 4.3 présente les résultats d'une analyse des écrits sur le rôle de l'enseignant et sur l'élaboration du curriculum en Amérique du Nord au cours des vingt dernières années.[145] En gros, l'histoire est à peu près comme suit.

---

[145] Connelley, F. Michael et Miriam Ben-Peretz, "Rôle des enseignants dans l'utilisation de la recherche et dans la recherche sur l'élaboration du curriculum", article en voie.

FIGURE 4.3

INTERACTION POSSIBLE ENTRE LES ENSEIGNANTS, LES CURRICULA ET LES RESULTATS DE RECHERCHE

a) Curricula à l'épreuve des enseignants	b) Enseignants actifs dans la mise en oeuvre	c) Enseignants engagés dans l'élaboration
x' ↓ Matériel conçu pour minimiser l'influence de l'enseignant dans les programmes. ↓ x"	x' ↓ Les enseignants sont censés influencer la mise en oeuvre des idées de curricula. Stratégies orientées vers l'action et la mise en oeuvre pour aider les enseignants à comprendre les innovations du curriculum. ↓ x"	x' ↓ Les enseignants sont entièrement engagés dans l'élaboration en tant qu'utilisateurs et préparation. S'attachent au potentiel du curriculum, aux changements et transformations du matériel et à la conception de nouveaux choix et de nouvelles décisions. ↓ y x" z

Légende: x - Idées des chargés du curriculum.

x' - Transposition des idées dans le matériel didactique.

x" - Mise en oeuvre en classe.

y, z - Autres idées possibles.

A un moment donné, on avait une grande confiance dans la qualité du matériel didactique. Une grande panoplie de matériel "à l'épreuve des enseignants" fut conçue pour s'assurer que les idées en question soient directement réalisées en classe. Bientôt, on se rendit compte que ceci ne marchait pas à grande échelle. Les enseignants avaient une grande influence sur le contenu du matériel présenté aux élèves. Pour cette raison, on les a souvent taxés de "conservatisme" et de "résistance au changement". Il devint coutumier, partout dans le monde, d'organiser à grande échelle des ateliers et autres formes de mise en pratique pour tenter de convertir les enseignants à l'esprit du curriculum. Lorsque ceci échouait aussi, on formait une équipe de rédaction constituée d'enseignants sélectionnés; certains enseignants ont même proposé des activités de recherche pratique pour convertir les enseignants aux buts des manuels scolaires.

Tandis que beaucoup déploraient l'attitude des enseignants, d'autres le prenaient pour un fait concret pour appuyer le concept de la décentralisation de la planification du curriculum en accordant un rôle très visible aux enseignants. Quoi qu'il en soit, les enseignants modifient et adaptent le curriculum selon les conditions locales. Bref, ils font les choses "à leur manière". Ben-Peretz est allé plus loin avec cette notion et elle décrit le "potentiel" d'un ensemble de matériel didactique.[146]

D'après Ben-Peretz, tout ensemble de matériel didactique peut être utilisé de plusieurs manières pour atteindre plusieurs buts du curriculum; à un ensemble de matériel didactique ne correspond pas un seul ensemble de buts mais un évantail de buts possibles selon ce que l'enseignant décide de faire

---

[146] Ben-Peretz, Miriam, "Le concept du potentiel du curriculum", Curriculum Theory Network 5:2 (1975), 151-159.

du matériel. C'est là une notion puissante qui engage à réexaminer la fonction des enseignants et des autres dans l'élaboration du curriculum.

Généralement parlant, il est possible d'imaginer un modèle de préparation du curriculum où le meilleur matériel possible serait utilisé en même temps que les meilleurs mécanismes que nous puissions nous permettre. Ce matériel serait ensuite mis entre les mains des enseignants qui l'adapteraient et l'ajusteraient selon leur propre usage à la réalisation de son potentiel en y superposant les différents buts du curriculum. De cette façon, le matériel de haute qualité n'est pas immobilisé par la notion rigide et abusive qui veut que les enseignants travaillent directement à partir du texte et ceux qui sont chargés de l'application n'ont pas à se mêler de mettre les enseignants au pas de l'intention des manuels. De plus, des économies d'argent sont possibles. Les activités de mise en oeuvre coûteuses en temps et en émotions et qui sont rarement aussi efficaces que prévues ne sont plus cruciales désormais. Mais cruciales seraient les études des enseignants en poste, un point que nous abordons ci-après.

L'éducation permanente des enseignants: Notre compte-rendu des enseignants et du matériel didactique dans des conditions de baisse des effectifs scolaires fait ressortir un certain nombre de besoins en éducation chez les enseignants. Parmi ceux-ci est le besoin attendu de former les enseignants dans des sujets qu'ils n'enseignent pas actuellement. Un professeur de biologie peut être obligé de choisir un cours de chimie et le département des sciences peut être amené à changer selon une voie scientifique intégrée. De plus, comme les élèves et les enseignants assumeront des fonctions individuelles d'élaboration du curriculum plus importantes, des possibilités de formation sur le tas pour l'élaboration du curriculum seront réclamées. Il semble donc

que l'éducation des enseignants en poste devra être réorganisée pour trois raisons au moins; les nouveaux sujets pour les enseignants, les sujets réorganisés et l'élaboration du programme.

La souplesse du conseil, la baisse des effectifs et la qualité du curriculum

Nos entrevues avec les conseils ont rendu très clair qu'en général la souplesse pour s'accommoder de changements de circonstances est bien plus grande dans le cas d'un système en expansion où de nouvelles possibilités apparaissent régulièrement; mais lorsque moins d'enfants et moins d'argent traversent le système, il devient difficile de trouver des solutions adéquates. Comme Watson le notait, cela est surtout vrai au niveau des écoles secondaires où il y a eu spécialisation.[147] Il semble, au moment de la rédaction de ce rapport, qu'une loi récente sur les négociations collectives (Bill 100),[148] et Règlement 191[149] qui spécifie certaines demandes des conseils dans des domaines tels que l'enseignement spécial ainsi que les règlements proposés aux écoles primaires et secondaires qui remplacent le Règlement 191, réduisent encore plus la souplesse des conseils dans un système qui se contracte. Comme pour le moral des enseignants, ce sujet est abordé ailleurs dans ce rapport intérimaire. Quoi qu'il en soit, nous souhaiterions le mentionner ici puisque les conseils et les écoles ont besoin d'une certaine mesure de souplesse pour s'accommoder des changements au curriculum provoqués par la baisse des effectifs.

---

147 Watson, Cicely, "Allocution à la conférence d'ouverture de la Commission sur la baisse des effectifs scolaires en Ontario", (Toronto: OISE, le 14 octobre 1977).

148 Ontario. Lois, actes, etc. Loi sur les négociations et conventions collectives entre les conventions collectives et les enseignants, 1975. 24 Eliz. 2, ch. 72. Lois de la province de l'Ontario, 1975. (Bill 100).

149 Ontario. Assemblée législative, "Règlement 191 de la Loi sur le département de l'Education", dans Les règlements révisés de l'Ontario, 1970, Vol. 1 (Toronto: Imprimerie de la Reine, 1970), pp. 1107-1122.

A l'extrême, une souplesse minimale résultera d'une équation simpliste entre la baisse des effectifs, les restrictions budgétaires et l'amputation des cours des cours et des programmes. Il se pourrait qu'une certaine forme de mécanismes consultatifs soit requise pour aider les groupes concernés au niveau local lorsqu'on préparera des mesures pour parer à la baisse des effectifs. Il faut nous assurer que notre conception du curriculum est suivie ou modifiée délibérément et que la qualité de l'enseignement reste la meilleure possible. Pour cela, il faudra de la souplesse.

Chapitre 5

Administration des systèmes scolaires en Ontario

1. INTRODUCTION

L'objet de ce chapitre est de donner une idée générale des structures administratives des systèmes scolaires en Ontario et en particulier de celles qui entourent le bureau central du système public (élémentaire et secondaire) et le bureau central du système séparé; les effets de certains organismes externes sur les structures et sur les fonctions de ce système y sont aussi analysés.

Les systèmes scolaires ontariens sont foncièrement bureaucratiques, à l'instar de la plupart des systèmes homologues dans le monde. Au sommet de la hiérarchie, le pouvoir et l'influence individuels ou collectifs sont plus grands qu'à la base. Des règles et des règlements écrits donnent un caractère impersonnel aux décisions. Les critères de nomination sont basés, à première vue du moins, sur la formation et l'expertise.

La bureaucratie est limitée cependant par deux facteurs. Primo, en plus des structures formelles du système, il existe une structure non formelle qui modifie l'autorité bureaucratique des administrateurs et fonctionne par le biais d'organismes et de groupes subordonnés et aussi par l'interaction d'administrateurs d'un bout à l'autre de la province. Secondo, les enseignants, qui correspondraient aux ouvriers dans un contexte industriel, sont dans une "profession semi-libérale"[150] et il s'ensuit que les rapports entre les enseignants ne sont pas strictement hiérarchiques mais sont plutôt ce que Parsons[151]

---

[150] Etzioni, Amitai, Modern Organizations, (Englewood Cliffs: Prentice-Hall, Inc., 1964), p. 27.

[151] Parsons, Talcott, "Some Ingredients of a General Theory of Formal Organization", in Administrative Theory in Education, ed. Andrew W. Halpin, (New York: Macmillan Co., 1967).

appellerait une relation professionnelle. L'"activisme des enseignants" s'explique au moins en partie par la tension créée par les efforts de contrôle bureaucratique des bureaucrates face aux enseignants qui, de par même leur formation et leur compétence, ne réagissent pas dans le sens bureaucratique escompté.

L'échelle de grandeur est un facteur clé dans l'organisation des structures administratives en Ontario. La plupart des systèmes scolaires en Ontario sont à grande échelle depuis la réorganisation de 1969. Aucune autre région d'Amérique du Nord ne compte tant de systèmes dont les effectifs d'élèves dépassent les 20,000. Aux U.S.A., certains états, tels que la Floride et le Maryland, sont divisés en systèmes par comtés, mais la fréquence de très grands districts y est plus limitée qu'en Ontario. L'ordre de grandeur a un effet primordial sur le genre d'organismes subordonnés qui se forment pour assurer les services internes et les autres services de base.

II. DEVELOPPEMENT DE L'AIMINISTRATION SCOLAIRE

D'après l'Annuaire des commissions scolaires[152], il y aurait 194 commissions scolaires en Ontario dont 77 sont des conseils de l'éducation et 48 des conseils scolaires catholiques de comtés et de districts. Les 59 autres systèmes sont spéciaux et comprennent, par exemple, les commissions de districts et de régions du grand nord qui comptent un effectif d'élèves réduit. Ces faits ne sont pas importants en soi, mais ils prennent de l'importance lorsqu'on les compare à la situation qui régnait il y a quelques années. En 1948, la province comptait 4,532 commissions scolaires. En 1960, on en comptait 3,676 et en 1967, il en restait 1,490.

---

[152] Annuaire des commissions scolaires, 1977. Ministère de l'éducation, Mowat Block, Toronto, Ontario.

Cette baisse remarquable du nombre de conseils a eu un effet sur la façon dont les systèmes scolaires sont dirigés. Il est par conséquent logique d'analyser les relations entre le gouvernement et les organismes régionaux.

Selon l'acte de l'Amérique du Nord Britannique, c'est au ministre de l'Education qu'incombe la responsabilité de la conduite des affaires d'éducation dans la province, bien qu'une grande partie de celle-ci soit déléguée à des conseils régionaux. Les bureaux régionaux du ministère tiennent lieu de présence du ministre dans les régions.

Avant 1969, le nombre élevé des systèmes poussa le gouvernement, surtout celui d'Egerton Ryerson au début, à mettre les écoles sous l'égide d'une administration centrale avec des inspecteurs, employés par la province, qui étaient souvent des administrateurs de petits districts. Souvent, même dans le cas de grands districts, l'administrateur en chef des affaires académiques était un employé de la province. Cependant, les petits districts avaient aussi une tradition d'autogestion; cette tradition était déjà bien ancrée dans la conscience de la population et constitue encore aujourd'hui un sujet de discussion important pour les parents d'élèves et les délégués. Le grand nombre de petits districts offre la conséquence paradoxale suivante: le pouvoir régional était augmenté en même temps que le pouvoir central ce qui fut une source de conflits entre le ministère d'une part (dans la personne de l'inspecteur) et le conseil régional d'autre part (dans les personnes du président du conseil et du chef de l'administration).

Il est un élément encore plus important pour la compréhension des structures de l'administration scolaire de la province aujourd'hui et c'est l'effet de l'agrandissement des districts scolaires sur l'organisation centrale. En

gros (nous irons dans le détail dans la section suivante de ce rapport), les grands districts ont donné lieu à une organisation dite "haute" par opposition à une organisation "plate". Une organisation haute comporte un grand nombre de niveaux d'autorité entre le niveau le plus bas et le niveau le plus haut tandis qu'une organisation plate en a moins. Ainsi, par exemple, une grande commission scolaire de comté (comptant quelque 70,000 élèves) comporte sept niveaux entre les enseignants et la commission scolaire: le chef de département ou coordonnateur, le vice-principal, le surintendant régional adjoint, le surintendant, le directeur adjoint et le directeur.

En conséquence des zones scolaires plus étendues, les fonctions d'administrateurs, dans la province, sont passées de la surveillance des activités dans les classes à la gestion du système scolaire.

En plus de toutes les fonctions de deuxième et troisième niveau dans les grandes commissions, un grand nombre d'emplois de coordonnation ou de service du personnel ont été créées dans les grands systèmes. On retrouvait donc des spécialistes par sujet d'étude, des coordonnateurs dans des domaines spécifiques tels que l'éducation spéciale, et bien entendu des services de gestion complexes pour administrer des budgets de plusieurs millions de dollars par an. En même temps, il n'y avait toujours qu'un seul chef de l'administration et une seule commission scolaire. Une période confuse s'ensuivit en 1969, période de choix, de changements et d'apprentissage. Ceux qui furent promus dans ces nouvelles fonctions de responsabilité durent s'accommoder de leurs charges sans expérience préalable dans une organisation de cette échelle. Les membres des commissions durent s'habituer à éviter les questions de détails. L'excès d'information était fréquent et les prises de décisions n'étaient ni rapides ni systématiques.

Pour pallier à ces problèmes, les administrateurs et délégués s'embarquèrent dans des programmes de formation sur le tas. En 1969, un certain nombre d'organismes de l'éducation dont le ministère de l'Education, OISE, le Conseil des Commissaires d'Ecole de l'Ontario et les administrateurs scolaires (qui s'organisèrent plus tard en Association Ontarienne des Responsables Administratifs de l'Education), organisèrent conjointement une série de conférences et d'ateliers régionaux et provinciaux sur le thème des problèmes administratifs. Des plans d'action et des procédures pour pallier à ces problèmes furent élaborés.

Aucun effort systématique n'a été fait pour évaluer les résultats obtenus dans les dix années qui suivirent. On ne sait pas si l'éducation dispensée est meilleure, maintenant que le nombre de zones scolaires a baissé. Il reste encore à savoir si les unités plus grandes seront plus en mesure de s'adapter à la diminution des effectifs d'élèves dans les deux décennies à venir.

III. STRUCTURES ADMINISTRATIVES ACTUELLES

Les structures administratives en Ontario n'ont presque jamais été l'objet d'études empiriques. Ce qui suit provient en grande partie d'un rapport préparé à l'origine pour la Commission McCarthy sur le coût de l'éducation et publié plus tard dans deux revues spécialisées. Cette étude, basée sur un échantillon des systèmes publics et séparés de l'Ontario, était l'oeuvre de Hickcox, Ducharme, Ryan et Joyce. Elle fut achevée en 1973 et parut sous le titre The Shape of the Central Office: A Study of Administrative Staffing in Ontario.[153]

---

[153] Hickcox, E.S., D.J. Ducharme, D.R. Ryan and H.D. Joyce, The Shape of the Central Office: A Study of Administrative Staffing in Ontario. Rapport non-publié, The Ontario Institute for Studies in Education, (Toronto, 1973).

Quatre types d'organisation furent identifiés:

(1) Le type purement géographique: Le district est divisé en zones selon des critères géographiques ou autres, tels que la distinction entre le niveau primaire et le niveau secondaire. Un responsable officiel a la charge d'une zone et dépend directement du chef administratif.

(2) Le type à niveaux: Il comprend des surintendants fonctionnels qui s'occupent des programmes, du service des étudiants etc. au niveau du système en entier. Des surintendants de zone dépendent du surintendant fonctionnel qui lui-même dépend du chef administratif.

(3) Le type mixte: Les responsabilités des surintendants se situent au niveau de la zone et au niveau du système entier.

(4) Le type fonctionnel: Il n'y a pas de surintendant de zone. Les principaux se chargent du développement de programmes communs dans leurs zones respectives et dépendent directement des surintendants fonctionnels du système entier.

Le tableau 5.1 donne la répartition des districts par type d'organisation et la compare avec celle de l'année antérieure.

On observe un déplacement considérable dans les catégories mixte et fonctionnelle. La catégorie mixte a augmenté sa part de 25% tandis que la catégorie fonctionnelle a diminué la sienne de 20%. Les autres catégories sont restées pratiquement inchangées.

Dans les catégories mixte et à niveaux et dans les grands systèmes surtout, une organisation dite de "famille d'écoles" a pris forme. Une zone ou région est appelée "famille" et comprend un certain nombre d'écoles primaires débouchant sur une ou parfois sur plusieurs écoles secondaires. Cette "famille

TABLEAU 5.1

FREQUENCE DES SYSTEMES SCOLAIRES

PAR TYPE D'ORGANISATION: 1971 et 1972

INDIQUEE EN POURCENTAGE

Année	TYPE D'ORGANISATION				
	Purement géographique	A niveaux	Mixte	Fonctionnel	Non Connu
	%	%	%	%	%
1971 *n=63	7	47	10	30	8
1972 *n=29	7	41	34	10	7

(Echantillon d'étude actuel)

Les pourcentages ont été arrondis et leur total n'est donc pas 100.

*n = Nombre de systèmes scolaires étudiés.

était à la charge d'un surintendant de zone et fonctionnait surtout comme système scolaire autonome en ce qui concerne les nominations du personnel, la distribution des ressources, l'évaluation et une multitude d'autres fonctions.

Bien que les données dont nous disposions ne soient pas très précises, il semble que ce concept soit devenu dominant dans les districts de plus de 15,000 élèves. En général, les petits districts s'organisent d'une façon purement géographique ou purement fonctionnelle et les principaux remplissent des tâches qui incomberaient à des administrateurs dans les grands systèmes.

Quelle est la grandeur optimale d'un bureau central et combien d'administrateurs faut-il? C'est là une question importante à laquelle les cadres, dans l'éducation, doivent toujours répondre. Bien qu'il n'y ait aucune méthode infaillible pour décider de la grandeur absolue, pas plus qu'il n'y a de méthode pour déterminer le nombre optimal d'élèves dans une classe du point de vue pédagogique, il peut quand même être intéressant de comparer les systèmes. L'étude qui sert de base à cette discussion comprend une analyse détaillée du rapport employés de bureau central-élèves.

Le tableau 5.2 donne le nombre moyen d'employés de bureau central par millier d'élèves dans les systèmes étudiés. Inclus avec les employés de bureau central sont les cadres enseignants, les cadres de gestion et les employés de soutien dans ces deux catégories ainsi que les coordonnateurs et experts-conseil, les commis et les secrétaires. En gros, tous ceux qui ne passent pas au moins 50% de leur temps dans une école particulière sont inclus dans cette catégorie. Ces chiffres n'incluent pas certaines catégories d'employés telles que les enseignants itinérants, les conducteurs de cars scolaires et les surveillants.

En ne considérant que la taille, les conseils de taille moyenne ont en général les rapports les plus bas. Autrement dit, les petits et les grands systèmes ont plus d'employés de bureau central par millier d'élèves que les systèmes moyens. Bien que les différences ne soient pas énormes, elles confirment les résultats d'études similaires faites en Alberta et aux Etats-Unis; cela signifie donc que les économies d'échelle entrent en jeux — jusqu'à un certain point. Une commission qui devient grande tend aussi à avoir un rapport d'employés de bureau central par millier d'élèves des plus élevés. Comme nous l'avons fait remarquer plus haut, les structures d'organisation adoptées par les grands conseils sont généralement hautes.

TABLEAU 5.2

NOMBRE MOYEN D'EMPLOYES DE BUREAU CENTRAL POUR MILLE ELEVES PAR STATUT ET TAILLE DU SYSTEME: 1972

	Taille du conseil scolaire						
	Petit (moins de 15,000)		Intermédiaire (15,000-30,000)		Grand (plus de 30,000)		Moyenne
Statut	n*	Employés pour mille	n*	Employés pour mille	n*	Employés pour mille	d'employés pour mille
Conseils scolaires	4	3.50	7	3.47	7	4.36	3.82 dans 18 bureaux
Conseils scolaires séparés	6	4.73	4	4.43	1	4.29	4.58 dans 11 bureaux
Totaux	10	4.12	11	3.95	8	4.32	4.20 dans 29 bureaux

* = nombre de conseils

La comparaison des conseils scolaires publiques et séparés révèle des différences très nettes. Le rapport correspondant aux conseils scolaires publics était de 0.80 pour mille moins élevé, ceci constitue une différence très nette et bien visible aux niveaux des conseils petits et moyens. L'échantillon ne comportait qu'un seul grand conseil scolaire que l'on ne peut considérer comme représentatif.

En supposant que l'on puisse étendre les résultats de l'échantillon à l'effectif total, certaines observations générales sont possibles.

La tendance des conseils moyens à être plus efficaces peut être attribuée aux économies d'échelle. Les petits conseils sont tenus d'employer un minimum

de personnes, même lorsque l'effectif ne le justifie pas. Les grands conseils, quant à eux, atteignent un point où les structures bureaucratiques consomment des ressources disproportionnées par rapport au travail fourni. C'est pourquoi, peut-être, que les grands conseils coûtent le plus. Il est peut-être vrai, que les grands conseils offrent un meilleur service que les petits et ils ont donc besoin d'un personnel de bureau central plus nombreux.

Il est difficile d'expliquer les différences entre les systèmes scolaires publics et séparés sans une étude plus approfondie. Le fait que les systèmes séparés sont en général plus petits est une explication possible; les écoles étant plus petites, un plus grand nombre de fonctions spécialisées doivent être assumées par le bureau central. Cependant, les petits conseils scolaires, opérant dans des conditions théoriquement similaires, sont beaucoup plus efficaces.

L'étude a examiné en détail d'autres variables en rapport avec la structure de l'organisation. Un résumé bref, qui ne cite pas tous les résultats de l'étude, est donné ci-après.

(1) Une relation légèrement curvilinéaire existe entre la dimension du système et celle du bureau central. Il est possible d'identifier la dimension optimale du bureau central à un point donné. Puisqu'aucune étude n'a jusqu'ici prouvé que le produit en éducation est en rapport avec la taille du système, ceci pourrait être une constatation importante qui pourrait suggérer que les décisions portant sur la dimension devraient être prises en fonction du coût seulement sans craindre de porter préjudice au potentiel de l'éducation destinée à nos enfants.

(2) Les grands conseils ont les rapports employés administratifs-élèves et les coûts par élève les plus élevés.

(3) En général, les conseils scolaires séparés ont des rapports et des coûts par élève plus élevés que les conseils scolaires publics. On peut citer comme raisons possibles la nécessité de recruter des experts-conseil en éducation religieuse, le fait aussi que les systèmes séparés se situent surtout au niveau élémentaire et la possibilité enfin que les systèmes scolaires séparés comprennent des écoles plus petites qui requièrent plus de soutien de leur bureau central. Nous ne disposons pas de données pour étayer ces possibilités.

(4) Les données portant sur les catégories d'emploi indiquent que les coordonnateurs, les experts-conseil, les commis et les secrétaires causent des rapports et des coûts plus élevés par rapport aux autres catégories. Les cadres supérieurs d'enseignement et de gestion ont des rapports et des coûts moins élevés. Bien que l'importance accordée aux experts-conseil et aux coordonnateurs puisse faire l'objet d'un examen plus sérieux, il est toutefois vrai que ces fonctions sont plus étroitement liées aux programmes d'enseignement que certaines autres catégories.

(5) L'augmentation du nombre d'employés de bureau central par élève est très grande, surtout lorsqu'on la compare avec l'augmentation de l'effectif total d'élèves. Il faut cependant supposer que le personnel des bureaux centraux n'était pas assez nombreux au début de 1969. L'augmentation du nombre de coordonnateurs et d'experts-conseil est moins élevée que celle dans la plupart des autres catégories. Cette catégorie a même parfois manifesté une disposition à la baisse proportionnelle depuis 1969.

(6) On peut faire les généralisations suivantes portant sur un certain nombre de variables: les conseils à rapport élevé se trouvant surtout dans les zones urbaines, ont tendance à s'organiser selon le type de structure à niveaux, plutôt que mixte, ils sont situés dans l'est plutôt que dans le nord

ou le sud de la province et sont en général fortement influencés par l'élément français.

Il est impossible de reconstituer l'évolution de l'administration depuis l'étude de 1973 sans faire de conjectures. Nous avons remarqué plus haut que les grands systèmes semblent se baser à présent sur le concept de familles d'écoles. Certains conseils étudient les possibilités de regroupement de certaines familles à cause de la baisse dans les inscriptions. Les restrictions budgétaires ont forcé certains districts scolaires à réduire le nombre de leurs administrateurs de bureau central. Nous ne disposons pas de données pour quantifier ce phénomène qui ne saurait non plus être une tendance générale. En fait, le directeur d'un grand conseil du nord a récemment déclaré, lors d'une entrevue, que le nombre d'administrateurs de bureau central ne changerait probablement pas dans son district malgré la grande tendance à la baisse des inscriptions; ce qui n'était pas sans nous surprendre. Les raisons qu'il invoque sont d'ordre géographique, fonctionnel et autres qui suggèrent qu'un système de 20,000 élèves requiert autant d'administrateurs qu'un système de 30,000 élèves.

Plutôt qu'une réduction du personnel administratif, on a observé, jusqu'à présent du moins, un changement dans les fonctions de celui-ci. Le pouvoir grandissant des fédérations d'enseignants et le souci permanent des contrats et des négotiations ont déplacé les courants d'énergie au niveau du bureau central. La préparation des budgets et les travaux en justice découlant des procédures d'entente deviennent une charge administrative accrue. Puisqu'aujourd'hui tous les niveaux participent aux décisions, les administrateurs, qui en fait constituent une minorité dans les districts, se retrouvent plus que jamais engagés dans des travaux de comité. Les nominations de comités elles-

mêmes prennent du temps à cause du souci qu'on a que tout le monde soit représenté.

Avant la réorganisation de 1969, le processus de décision dans les systèmes scolaires était généralement très centralisé ou, à la rigueur, partagé entre deux bureaux. Les questions d'éducation étaient en général du ressort du surintendant (dans les systèmes scolaires séparés) ou du directeur (dans les systèmes publics) ou de celui de l'inspecteur employé par la province dans le cas de systèmes trop petits pour avoir leur propre administrateur. Les questions financières étaient du ressort de l'employé de gestion qui, selon le cas, avait ou n'avait pas une formation professionnelle. Souvent, cette personne était membre, ou ancien membre, de la commission qui prenait les fonctions de trésorier de district. Dans un certain sens, il s'agissait là du concept des doubles commandes qui, avec une seule exception, ne se retrouve nulle part dans la province. Bien que certains administrateurs du système, comme les principaux et les coordonnateurs, pouvaient être consultés au sujet de la politique de l'enseignement, le sentiment de collaboration et de participation aux décisions n'existait presque pas ailleurs. L'administrateur ou cadre de gestion type considérait que les décisions et leur mise en pratique lui revenaient exclusivement.

Depuis 1969, on observe de grands changements dans le processus de décision. La plupart des conseils fonctionnent avec un conseil exécutif ou conseil administratif qui comprend les cadres supérieurs du district dont le chargé de gestion fait partie. Alors que la partie des chefs administrateurs dispose du droit de véto, le processus de décision est le plus souvent collectif et les hauts administrateurs du district y contribuent. La tendance vers la collaboration a été accentuée par la complexité grandissante des opérations scolaires. Il est pratiquement impossible pour un seul individu de prendre

toutes les décisions importantes, vu le courant des forces politiques actuelles et la complexité des questions de programmes et de budgets.

Dans beaucoup de districts, le principal d'école secondaire assume à présent plus de responsabilités en tant que gestionnaire de l'école. Il a toujours assuré le recrutement du personnel mais il s'occupe aussi de toutes les questions de budget excepté les salaires des enseignants. Le principal d'école élémentaire, plus hautement qualifié à présent, s'occupe des questions de personnel et de budget et sa compétence en matière de programmes augmente. Dans les deux cas, la supervision des enseignants est entièrement du ressort du principal avec le surintendant en qualité d'adjoint ou de conseiller.

Un nombre élevé de systèmes (nous n'avons pas de chiffres exacts) ont suivi les recommandations contenues dans le manuel Developing School Systems[154] et suivent un processus complexe de prises de décisions de différents groupes qui s'entrecoupent. De cette façon, les principaux et enseignants ont beaucoup à dire entretemps. Ainsi, la commission scolaire du comté de Hastings a mis sur pied un système très avancé.

On peut dire, à juste titre, que le pouvoir et l'autorité des bureaux centraux se sont émoussés devant la montée de fédérations d'enseignants organisés. De plus, l'influence de groupes organisés de citoyens s'est fait sentir dans quelques localités dans le cas de certaines décisions portant surtout sur certaines écoles bien déterminées.

L'alliance traditionnelle entre le conseil et le chef d'administration évolue. On ne peut que difficilement imaginer les processus qui en ressortiront

---

[154] Greenfield, T.B., J.H. House, E.S. Hickcox and B.H. Buchanan, Developing School Systems: Planning, Organization and Personnel, (Toronto: OISE, 1973).

draconiennes qui s'imposeront face aux énormes baisses dans les effectifs.

IV. STRUCTURES DE L'INFLUENCE EXTERNE

Pour comprendre le fonctionnement administratif des systèmes scolaires en Ontario, une connaissance de l'influence de forces subordonnées externes s'impose. Une brève description de quatre forces en particulier est donnée ci-après.

1. Certification et formation

Un agent de supervision en Ontario doit, pour assumer ses fonctions, être détenteur du certificat d'agent de supervision. A ces fonctions correspondent des titres tels que directeur, surintendant, cadre de gestion, surintendant adjoint. On ne requiert pas de certificat de supervision dans le cas des principaux et des coordonnateurs.

Il y a deux genres de certificats de supervision. Le premier s'applique aux cadres de l'éducation et il faut, pour l'obtenir, passer un examen écrit et oral du ministère de l'Education en plus de sept années d'expérience dans l'enseignement et d'un certificat d'enseignement permanent valide en Ontario (qui suppose une expérience ontarienne dans l'enseignement), et un des certificats de principal d'école ou une maîtrise en éducation. L'autre certificat de supervision s'applique aux cadres de gestion scolaire. Le candidat doit passer un examen écrit et oral du ministère et avoir sept années d'expérience probante en tant que gestionnaire dont deux ans au service d'une commission scolaire ontarienne, un B.A. ou équivalent, et soit une maîtrise (en éducation ou en gestion), soit un certificat du cours de gestion scolaire dispensé par l'Institut Ontarien d'Etudes en Education (OISE).

Sans aller dans le détail des complexités des règlements de certification

(qui abondent), la description ci-après donne une base suffisante à nos remarques.

Premièrement, la certification est contrôlée par le ministre de l'Education bien que son pouvoir théoriquement absolu soit partagé; ainsi les conditions d'admission incluent des cours et diplômes universitaires. Ce sont des représentants du ministère, plutôt que des administrateurs en fonction ou des universités, qui décident qui sera détenteur du certificat de supervision. Sans porter de jugement, on peut dire que ce sont les valeurs des représentants ministériels, au plan de la compétence et de l'attitude, qui prévaudront lors de la sélection et par conséquent plus tard aussi dans la pratique des administrateurs.

Deuxièmement, les règlements exigent qu'une grande part de l'expérience d'un agent de supervision ait été acquise dans des écoles ontariennes. Bien que le ministre ait fait une exception il y a moins d'un an, les administrateurs, qui ne sont pas de la province, n'ont pratiquement aucune chance d'accéder aux postes supérieurs sans faire plusieurs années d'apprentissage au préalable. Le circuit est pour ainsi dire fermé. Bien que les règlements ontariens soient parmi les plus restrictifs de l'Amérique du Nord, l'étendue de la province limite, dans une certaine mesure, les effets négatifs des échanges en vase clos.

L'idée de formation spécialisée en administration est récente. Ainsi, les règlements actuels datent de 1974. Avant cela, un diplôme universitaire avancé n'était pas requis.

Un examen rapide des différentes voies possibles, suivies dans une carrière nous permettra de mieux comprendre comment les administrateurs sont formés en

Ontario. L'administrateur type aura commencé par être enseignant. Dans son évolution vers le poste de principal, il aura pu suivre des cours d'administration à l'université mais il aura surtout suivi une série de cours et sous l'égide du ministère qui débouchent sur le certificat de principal. Les détenteurs plus récents du certificat d'agent de supervision auront pu obtenir une maîtrise en administration à OISE ou à l'une des six autres universités qui ont institué un programme en administration de l'éducation. Un très petit nombre a obtenu un doctorat à OISE, à Ottawa ou en dehors de la province.

Les programmes officiels de formation ont subi de grands changements ces dernières années. A l'origine, les futurs administrateurs suivaient des cours qui avaient pour but de les familiariser avec les "rouages" du système. Les cours abrégés et même les cours universitaires étaient surtout pratiques -- comment s'occuper des surveillants, comment préparer un budget, comment superviser les enseignants, comment faire un emploi du temps. Depuis quelques années, le ministère et les universités se préoccupent plus des relations humaines et de la compréhension de concepts plus théoriques (comme la direction, l'économie ou les sciences politiques). De plus, on s'efforce plus de comprendre ou d'arriver à énoncer des principes de planification, de coordonnation d'employés, de prise de décision, d'innovation et de conflits de gestion. En bref, l'évolution se fait vers la gestion plutôt que vers la formation d'enseignants en chef.

Dans les années cinquante, un cours d'été pour les principaux d'écoles secondaires fut institué. Un second cours s'avéra indispensable dans les années soixante ainsi qu'un cours pour les principaux d'écoles secondaires. Les premières années, ces cours portaient sur les techniques de direction d'école et peu à peu ils inclurent les théories de direction et de gestion. A présent,

toutes les personnes nommées doivent répondre aux conditions requises.

En général, cependant, la formation officielle des administrateurs n'est pas réellement systématique. Il y a très peu de coordonnation entre les différents instituts de formation et peu ou pas de direction commune dans les programmes de formation administrative. Une impression générale en résulte, aujourd'hui plus que jamais, selon laquelle les détenteurs de certificats ne possèdent pas forcément de connaissances de base communes bien que les règles d'examens et d'expérience requises sous-entendent l'existence de valeurs et d'idéologies communes.

2. L'Association Ontarienne des Responsables Administratifs de l'Education

Depuis 1969, les agents de supervision en Ontario se sont ligués dans une association professionnelle appelée OAEAO (Ontario Association of Education Administrative Officials) dont l'influence a grandi à travers différentes activités. Elle emploie un directeur à la tête de quelques employés. Avec des ressources quelque peu limitées (l'effectif potentiel est d'environ 600 personnes), cette association a publié une série de mémoires définissant sa position sur un grand nombre de problèmes. Elle s'est aussi fait représenter auprès du ministère pour influencer sa politique et a organisé des activités de service pour ses membres sous forme de conférences annuelles et d'une série d'ateliers. De plus, elle a transmis les doléances de ceux de ses membres qui se sont trouvés en litige avec une commission ou un groupe d'enseignants.

Aucune étude n'a été faite sur l'influence de l'OAEAO sur les commissions scolaires de la province, mais il semblerait qu'en s'occupant de plus en plus de politique provinciale ayant trait au fonctionnement administratif et à l'intérêt de ses membres, elle est en mesure d'influencer la plupart des administrateurs.

3. La Fédération des Enseignants de l'Ontario

Les principaux d'écoles primaires et secondaires doivent être membres du syndicat des enseignants. Parfois, lorsque le syndicat inflige une sanction au conseil, le principal est pris entre deux feux. D'une part il est directeur de l'école devant la loi et d'autre part, il est membre d'un syndicat qui fait la grève ou la grève du zèle. D'habitude, il est aussi le doyen des enseignants de son établissement et fait donc partie du corps enseignant. Les événements dans les années récentes n'ont pas facilité ce dualisme.

4. Le Conseil des Commissaires d'Ecoles de l'Ontario

Le Conseil des Commissaires d'Ecoles de l'Ontario est une organisation mère qui parraine les organisations de commissaires d'écoles dans la province. Avant 1969 déjà, l'OSTC (Ontario School Trustees' Council) organisait des activités de service pour les membres de commissions scolaires et les hauts administrateurs. Grâce à une longue liste de conférences, d'ateliers et de réunions sur le thème des rapports entre commissaires et administrateurs organisées avec l'aide conjointe d'administrateurs en fonction dans la province et d'universités, d'employés du ministère et de commissions scolaires, un rapport étroit entre l'OSTC et les administrateurs s'est établi au niveau politique.

Bien que la création de l'OAEAO et l'existence de problèmes internes dans certaines organisations de commissaires d'écoles aient causé un certain relâchement dans ces rapports de coopération, beaucoup d'administrateurs et de nombreux commissaires se sont prononcés pour le renforcement des liens. Les deux groupes voient l'utilité d'une coopération accrue et continue, au niveau politique surtout, et on peut s'attendre à ce que cette coopération augmente avec les problèmes actuels de la baisse des effectifs.

Questions et réponses

1. Si des changements sont justifiés, qui devraient intervenir dans la répartition des responsabilités entre les autorités centrales et régionales, est-ce que les conseils scolaires deviendront simplement des "créations" du gouvernement provincial par l'entremise du ministère de l'Education? Dans quelle mesure le contrôle central indirect, qui se fait ressentir par des directives, des plafonds budgétaires, des subventions et des règlements, devrait-il être préservé ou étendu?

2. Au niveau régional, les décisions d'ordre financier doivent-elles revenir au conseil scolaire ou est-ce qu'il faut introduire une sorte de référendum des contribuables régionaux? De plus, quels changements devraient intervenir immédiatement dans les relations entre les conseils scolaires et les autorités municipales ou régionales?

3. Peut-on établir des rapports raisonnables entre le nombre du personnel administratif et celui du personnel enseignant, du nombre d'unités régionales et du nombre d'inscriptions?

4. Le nombre d'associations dans l'éducation est-il trop élevé, provoquant ainsi une fragmentation de l'autorité et des conflits d'intérêts?

5. Quelle est la meilleure formule pour la formation et la certification dans un contexte de baisse des effectifs (administrateurs, superviseurs, principaux, commissaires, etc.)?

Chapitre 6

LE CONTINGENT ENSEIGNANT EN ONTARIO: CARACTERISTIQUES ET ESTIMATIONS DE L'OFFRE ET DE LA DEMANDE PRESENTE ET A VENIR

Contrairement à nos premières intentions, ce chapitre devra être bref et sera basé seulement sur les données existantes. Comme je l'ai indiqué plus haut, je n'ai pas pu trouver de prévisions démographiques pour la province, ses comtés et districts, par âge basées sur les résultats du recensement de 1976. De plus, je ne suis pas encore en possession des chiffres sur le nombre d'inscriptions dans la province par commission et par grade au 30 septembre 1977 malgré tous les efforts que j'ai faits pour les obtenir à temps pour être inclus dans mon rapport intérimaire. Certaines données spécifiques sur les caractéristiques des enseignants ne sont pas à jour non plus, et par conséquant un rapport sur ces sujets devra être préparé et présenté aussitôt que ces données existeront.

Education des enseignants en Ontario

Le Dr. Willard Brehaut et le Dr. Al Fiorino ont préparé un historique détaillé de la formation de base des enseignants dans la province pour la Commission mais il est inutile de l'inclure ici. Leur rapport sera cependant publié par la Commission et sera mis en grande circulation ultérieurement. Il suffira de noter ici que tous les enseignants éventuels qui s'inscrivent au Collège d'Education d'Enseignants de l'Ontario (Ontario Teacher Education Colleges) à Hamilton ou à Toronto ou à la faculté d'éducation des universités de Windsor, de Brock, de Western Ontario, de York, de Toronto, de Queen's, d'Ottawa, de l'université Laurentienne et de Lakehead doivent avoir un diplôme universitaire acceptable avant d'aborder le programme d'éducation d'enseignants ou avant d'en obtenir un dans le cadre du programme d'éducation d'enseignants.

Le stade actuel de développement et l'histoire des programmes de perfectionnement d'enseignants en poste sont mal connus et vu l'importance grandissante de tels programmes dans les conditions présentes de baisse des effectifs, le mémoire suivant nous a été présenté. Les lecteurs remarqueront que l'histoire du développement professionnel est longue; elle remonte à 75 ans et le ministère de l'Education a inauguré une nouvelle politique il y a quelques années, dont notre rapport fait mention. Elle prévoiera de plus en plus de programmes de perfectionnement pour les enseignants en poste.

Historique des programmes de perfectionnement professionnel au ministère de l'Education

Depuis 1902, le département de l'Education organisait des cours de perfectionnement professionnels destinés aux personnes en poste détenant un certificat d'enseignement de base valide dans les écoles de l'Ontario. Ces cours devaient permettre aux enseignants de se spécialiser ou les aider à rester au faite des développements dans leur profession.

Les règlements stipulaient que les cours pour l'obtention de crédits du département devaient durer cinq semaines. En 1975, les règlements furent changés et un minimum de 125 heures devenait la condition requise pour l'obtention du crédit.

Avant 1957, ces cours d'été n'étaient dispensés que dans les régions de London, Hamilton, Toronto, Ottawa et Thunder Bay. En 1957, les cours étaient organisés là où la demande était suffisante et où les budgets le permettaient, ceux-ci étant prévus pour les enseignants qui ne pouvaient se permettre d'aller passer cinq semaines loin de chez eux pour assister à un cours dans un centre urbain.

En 1971, le département offrait vingt-deux types de cours différents dans cinquante et une écoles d'été situées dans vingt-cinq centres. L'adoption de nouveaux critères pour le certificat d'enseignant d'écoles primaires en 1962 était une des raisons de cette expansion. De plus, les commissions scolaires établissaient un rapport entre les salaires et le nombre de certificats spécialisés détenus. A cette date, le nombre de personnes qui suivaient ce cours atteignait 14,807.

Après le rapport McLeod, les universités prirent en charge, lors de l'année scolaire 1970-1971, les programmes d'éducation physique et d'orientation. En 1973, l'art dramatique leur fut aussi transféré. En 1972, le répertoire des cours professionnels d'été incluait les programmes d'été du ministère de l'Education et des collèges et facultés d'éducation. En 1973, le répertoire était publié dans les deux langues (francais et anglais) pour la première fois. Au cours de la même année, le département de l'Education devenait le ministère de l'Education.

En 1963, le ministère autorisait les conseils scolaires d'organiser leurs propres cours d'hiver aux conditions suivantes:

> Le conseil concerné transmet sa demande au département en utilisant les formulaires prévue et en indiquant les noms et les qualifications des professeurs, les dates et horaires des sessions et une brève description du programme de chaque cours. Il est intéressant de noter que 519 candidats s'étaient inscrits à la session d'hiver 1964-1965. En 1970-1971, leur nombre était de 8,273.

Aux alentours de 1972, dû à l'effet néfaste de l'annonce des cours d'hiver sur les cours d'été prévus, il fut décidé que les cours d'hiver organisés par les conseils seraient contrôlés en fonction des cours d'été des universités et de ceux du ministère de l'Education.

Au printemps 1972 le bureau des services du programme (Curriculum Services

Branch) fut créé et, entre autres, la responsabilité du développement professionnel des enseignants à l'intérieur et à l'extérieur du ministère, devenait de son ressort. Avant ce changement, les fonds pour les cours universitaires étaient transférés du ministère de l'Education au ministère des Collèges et Universités pour le cas des cours organisés par les universités.

En 1976, le ministère des Collèges et Universités décidait de fournir les fonds seulement pour ceux des cours qui menaient à un diplôme universitaire. Les cours qui ne menaient pas à un diplôme universitaire étaient renvoyés quérir des fonds auprès du ministère de l'Education. En 1976, la section du développement professionnel du bureau des services des programmes devenait le bureau du développement professionnel (Professional Development Branch) et héritait de nouvelles responsabilités, telles que la responsabilité des agents de supervision, en plus de ses anciens engagements.

En 1957, le premier cours de principal d'école de cinq semaines était inauguré. A la fin du cours un certificat valide dans les écoles secondaires, les collèges, les écoles professionnelles et les écoles mixtes était décerné. En 1966, le premier cours de principal d'école primaire était dispensé, au terme duquel un certificat de principal d'école primaire était décerné. Ce cours et la première partie du cours de principal d'école secondaire étaient donnés par le ministère dans trois centres: les campus des universités de Western Ontario, Waterloo et Queen's. Ces cours sont maintenant donnés dans sept centres et en 1978, pour la première fois, un cours entièrement français plutôt que bilingue sera donné.

Au fil des années, depuis 1962, les étudiants dans ces cours d'été étaient pour la plupart des maîtres d'école qui désiraient monter en catégorie pour augmenter leur salaire. A présent, les enseignants du primaire comme ceux du

secondaire, semblent améliorer leur capacité d'adaptation face aux redondances d'emplois et face à la baisse des effectifs.

Les projets du ministère de l'Education à propos des futurs programmes et activités de développement professionnel

Depuis la création du bureau de développement professionnel en septembre 1976, le ministère de l'Education s'est lancé dans la révision complète des politiques passées et dans la mise en chantier d'une méthode intégrée de développement professionnel des enseignants et des autres instructeurs, ce qui constitue une bonne initiative face aux réalités à venir des années quatre-vingt en Ontario.

Le bureau du développement professionnel a des objectifs à court terme, à moyen et à long terme afin de pouvoir mieux identifier les besoins tout en donnant une direction et une stratégie à la distribution rationnelle des ressources pour pallier à ces besoins. Dans un avenir rapproché, un certain nombre de cours d'été du ministère de l'Education seront transférés aux facultés d'éducation et les programmes similaires d'hiver des commissions scolaires seront dorénavant également donnés par les facultés d'éducation. Ce dernier transfert aura lieu aussitôt qu'une faculté d'éducation sera prête à offrir les mêmes avantages en termes d'emplacement, de conditions d'admission, etc., que les commissions scolaires dans le passé. Bien que ces stratégies reposent sur l'expertise des facultés dans la matière et sur son administration, il faut quand-même remarquer que même les plus grandes facultés de la province doivent encore recruter à l'extérieur des professeurs hautement qualifiés pour pouvoir assurer la bonne marche des programmes à une échelle comparable à celle des programmes d'été du ministère.

De récentes analyses financières détaillées portant sur le coût unitaire

de tels cours de développement professionnel d'enseignants et de principaux indiquent que les économies d'échelle sont prises en considération dans une mesure jusqu'ici insoupçonnée. Pour cette raison, le ministère poursuivra une politique prudente dans le financement ou la mise en place de programmes pour lesquels la demande à un moment ou à un endroit donné est très réduite. Ainsi, on reconnaît qu'il faut d'abord avoir une idée assez précise du besoin pour un cours particulier. De plus, le ministère garde l'option, dans le cas des programmes pour lesquels la demande est réduite, de n'offrir ces programmes que tous les deux ans plutôt que tous les ans.

Le ministère s'intéresse de plus en plus aux programmes de développement professionnel dont le coût de fonctionnement est modéré et dont l'utilité pour les enseignants ou instructeurs est plus probante. Le niveau de frustration observé chez les cadres prouve qu'il est nécessaire de passer à un haut niveau d'engagement dans ces programmes à une époque où le manque de mobilité horizontale et verticale pour ces dadres se fait pleinement sentir. Les programmes d'échange d'enseignants, de principaux et d'agents de supervision seront considérés de plus en plus.

Pour ce qui concerne la programmation du développement professionnel pour les éducateurs aux niveaux administratifs, le ministère continuera d'accorder son soutien et d'encourager le modèle du Conseil Ontarien pour la Direction dans l'Administration de l'Education (Ontario Council for Leadership in Educational Administration ou OCLEA) auquel des experts de différents domaines ont contribué bénévolement dans de courts séminaires et ateliers sur une base d'essai ou de "service à la demande". Ce dernier type a été accueilli par une grande demande et implique l'OCLEA qui se sert de son expertise pour identifier les ressources appropriées et pour répondre aux besoins. Suivant

le modèle coopératif de l'OCLEA, on a réussi à organiser plusieurs séminaires à un tiers de ce qu'ils auraient coûté si les professeurs avaient été payés au tarif normal.

L'acquisition continue d'expertise de la part des professeurs et des autres enseignants dans l'organisation et l'exécution d'activités de développement professionnel sans encadrement professionnel est une méthode que l'on continuera d'appliquer. L'encouragement et le soutien se feront surtout par le biais du Plan Régional de Développement Professionnel qui sera administré par les bureaux régionaux avec la participation de membres des fédérations, des conseils et du ministère.

Caractéristiques essentielles du contingent actuel d'enseignants

Les caractéristiques essentielles dont nous ferons état ici, séparément dans la plupart des cas et en groupe lorsque ce sera utile, sont les suivantes:

a) âge
b) expérience
c) sexe
d) qualifications
e) fonction
f) salaire

Il s'agira en général de chiffres pour toute la province, mais des tables donneront plus loin des chiffres par région* et conseil. Nous indiquerons la mobilité de l'un des groupes, celui des enseignants d'écoles secondaires, bien que nous ne disposions pas encore de données équivalentes pour les enseignants d'écoles primaires (les tableaux spéciaux préparés pour nous par Statistique Canada n'étaient pas prêts à temps pour ce rapport).

Afin de donner un contexte à l'étude du personnel actuel, il est important d'abord, de se rendre compte de la rapidité de l'expansion du contingent d'en-

*Les anciennes régions utilisées par le ministère sont reprises ici.

seignants alors que certains secteurs ont commencé à se réduire. La table 6.1 donne les chiffres par type d'école correspondant à la période allant de 1950-1951 à 1976-1977. Naturellement, le contingent a subi une expansion rapide pendant la période où les enfants de "l'explosion démographique" et des migrations interprovinciales et internationales ont fait déborder notre système scolaire. Les effets initiaux de la baisse des inscriptions sur le nombre du personnel sont déjà évidents au niveau élémentaire. Ils ne le sont pas encore au secondaire puisque la courbe des inscriptions n'a atteint son maximum qu'en septembre dernier.

Sachant la vitesse à laquelle nos systèmes se sont développés, on pourrait s'attendre naturellement à voir un contingent d'enseignants relativement jeunes et n'ayant que peu d'années d'expérience. Les tableaux 6.2 et 6.3 qui donnent les répartitions respectives par âge et par expérience, indiquent dans quelle mesure cette assertion est vraie et, bien sûr, donnent une idée des problèmes à venir à cause du manque de mobilité verticale et latérale qui caractérisera le système lorsque celui-ci commencera à se contracter. De plus, en donnant le détail par année d'âge et par expérience en haut des échelles, j'ai intentionnellement mis en relief un point sur lequel je reviendrai plus bas. En l'occurrence, le nombre relatif ou absolu de ceux qui atteignent une situation où l'on pourrait considérer leur retraite anticipée (même avec des primes généreuses) comme palliatif aux problèmes de mobilité verticale, le nombre de ceux qui quittent la profession et la réduction du nombre de salaires élevés correspondant aux enseignants plus âgés et ayant plus d'expérience, sont restreints.

Pour ce qui concerne les qualifications, j'ai employé le système courant de certification, bien sûr, et non pas celui qui est proposé par le ministère

TABLEAU 6.1

CROISSANCE DU CONTINGENT* D'ENSEIGNANTS EN ONTARIO, 1950-1976

ANNEE	SEPARE			SECONDAIRE TOTAL	TOTAL
	Public Total	Séparé Total	Total		
1950-51	17,321	3,928	21,249	5,795	27,144
1951-52	18,157	4,170	22,327	6,016	28,343
1952-53	19,307	4,451	23,758	6,269	30,027
1953-54	20,532	4,843	25,375	6,495	31,870
1954-55	23,369	5,764	29,133	7,484	36,617
1955-56	22,018	5,515	27,533	7,357	34,890
1956-57	23,246	6,055	29,301	8,036	37,337
1957-58	24,309	6,549	30,858	8,669	39,527
1958-59	25,752	7,322	33,074	9,573	42,647
1959-60	27,261	7,980	35,241	10,464	45,705
1950-61	28,070	8,463	36,533	11,478	48,011
1961-62	28,930	9,149	38,079	12,850	50,929
1962-63	29,544	9,705	39,249	14,923	54,172
1963-64	30,495	10,380	40,875	17,170	58,045
1964-65	31,505	11,245	42,750	19,205	61,955
1965-66	32,783	12,184	44,967	21,659	66,626
1966-67	34,488	13,159	47,647	24,242	71,889
1967-68	36,722	14,296	51,018	27,164	78,182
1968-69	39,290	15,297	54,587	30,203	84,790
1969-70	41,373	16,214	57,587	32,342	89,929
1970-71	42,451	16,856	59,307	33,693	93,000
1971-72	41,588	16,741	58,329	34,469	92,798
1972-73	41,163	16,828	57,991	34,549	92,540
1973-74	39,803	16,827	56,630	33,889	90,519
1974-75	39,748	16,930	56,678	34,231	90,909
1975-76	40,711	17,456	58,167	34,826	92,993
1976-77	40,464	17,343	57,807	35,352	93,159

* Enseignants à plein-temps.

Source: Rapports annuels du Ministère de l'éducation.

TABLEAU 6.2

PYRAMIDE DES AGES DES ENSEIGNANTS DE L'ELEMENTAIRE ET DU SECONDAIRE EN ONTARIO
PAR AGE, GROUPE D'AGES ET SEXES, 1976-77

AGE	ECOLES ELEMENTAIRES			SECONDAIRES			TOUTES LES ECOLES		
	Hommes	Femmes	Total	Hommes	Femmes	Total	Hommes	Femmes	Total
19 ans et moins	2	17	19	0	0	0	2	17	19
20-24	612	3678	4290	170	314	484	782	3992	4774
25-29	5657	14,072	19,729	2524	2555	5079	8181	16,627	24,808
30-34	4913	7090	12,003	5619	2428	8047	10,532	9518	20,050
35-39	3147	4780	7927	5120	1178	6298	8267	5958	14,225
40-44	1524	3116	4640	3609	895	4504	5133	4011	9144
45-49	913	2450	3363	2666	843	3509	3579	3293	6872
50	127	385	512	420	136	556	547	521	1068
51	116	363	479	401	128	529	517	491	1008
52	98	349	447	404	135	539	502	484	986
53	86	361	447	343	143	486	429	504	933
54	67	289	356	347	121	468	414	410	824
55	55	269	324	310	136	446	365	405	770
56	59	239	298	249	106	355	308	345	653
57	47	232	279	227	102	329	274	334	608
58	31	175	206	189	93	282	220	268	488
59	21	177	198	144	76	220	165	253	418
60	24	185	209	138	68	206	162	253	415
61	30	182	212	103	69	172	133	251	384
62	17	141	158	108	52	160	125	193	318
63	14	110	124	68	39	107	82	149	231
64	3	53	56	42	26	68	45	79	124
65 ans et plus	5	19	24	19	17	36	24	36	60
Non précisé	77	170	247	1726	1706	3432	1803	1876	3679
	17,645	38,902	56,547	24,946	11,366	36,312	42,591	50,268	92,859
Age moyen	33.6	33.7	33.7	39.2	36.7	38.5	36.9	34.4	35.6

* Total des enseignants de l'élémentaire, public et CRS.

Source: Dossier d'information sur les enseignants élémentaires, Ministère de l'éducation, Dossier de la Fédération canadienne des enseignants.

TABLEAU 6.3

REPARTITION DES ENSEIGNANTS DE L'ELEMENTAIRE ET DU SECONDAIRE EN ONTARIO
PAR ANNEES D'EXPERIENCE ET PAR SEXE' 1976-77

ANNEES D'EXPERIENCE	ECOLES ELEMENTAIRES*			ECOLES SECONDAIRES			TOUTES LES ECOLES		
	HOMMES	FEMMES	TOTAL	HOMMES	FEMMES	TOTAL	HOMMES	FEMMES	TOTAL
Moins d'un an	864	1,938	2,802	1,149	1,055	2,204	2,013	2,993	5,006
1-4	3,773	8,657	12,430	4,067	3,275	7,342	7,840	11,932	19,772
5-9	5,112	13,550	18,662	8,206	3,996	12,202	13,318	17,546	30,864
10-14	3,567	6,762	10,329	6,863	1,840	8,703	10,430	8,602	19,032
15-19	2,375	3,863	6,238	2,656	608	3,264	5,031	4,471	9,502
20-24	1,018	1,973	2,991	1,082	261	1,343	2,100	2,234	4,334
25-29	631	1,200	1,831	545	115	660	1,176	1,315	2,491
30	82	151	233	78	19	97	160	170	330
31	39	117	156	43	17	60	82	134	216
32	33	132	165	36	11	47	69	143	212
33	24	118	142	30	15	45	54	133	187
34	27	78	105	16	15	31	43	93	136
35 ans ou plus	56	258	314	61	29	90	117	287	404
Non rapporté	44	105	149	114	110	224	158	215	373
Total	17,645	38,902	56,547	24,946	11,366	36,312	42,591	50,268	92,859
Moyenne d'années d'expérience	9.9	9.3	9.5	9.7	7.1	8.9	9.8	8.8	9.3

933

932 *Total des enseignants de l'élémentaire, public et C.R.S.

SOURCE: Dossier de l'information sur les enseignants élémentaires, ministère de l'Education, Ontario, dossier de la Fédération canadienne des enseignants.

pour usage éventuel à l'avenir. Au tableau 6.4, j'indique les qualifications des enseignants dans les écoles publiques en 1976-1977 dans un sens et leur expérience dans l'autre, la même chose pour les enseignants dans les écoles séparées catholiques romaines au tableau 6.5, pour tous les enseignants au niveau élémentaire au tableau 6.6 et pour tous les enseignants au niveau secondaire au tableau 6.7. Dans tous les groupes, en haut niveau de certification se retrouve clairement, ce qui se traduit par de hauts salaires si l'on s'en rapporte aux échelles de salaires couramment utilisées. L'échelle des salaires correspondante représentant la moyenne provinciale est indiquée aux tableaux 6.4 et 6.7. En même temps que l'expérience, les salaires augmentent automatiquement et d'ici quelques années (en supposant une mobilité réduite ou faible), les conseils se retrouveront avec des enseignants plus âgés et aussi très chers. Ce sera là une expérience nouvelle pour la plupart des commissions qui se trouvent en dehors des grands centres urbains puisque l'expansion rapide du système entraînait que la plupart des enseignants avaient moins d'expérience, étaient moins qualifiés et, par conséquent, étaient moins payés. Bien entendu, les enseignants qui quittaient un système ou prenaient leur retraite étaient remplacés par des enseignants jeunes et novices à des salaires moins élevés. (Il n'était pas rare d'avoir des coûts de remplacement en terme de salaire de l'ordre de la moitié.)

Pour illustrer les rapports actuels entre l'expérience, les qualifications et les échelles de salaires, j'ai pris au hasard la position du conseil d'écoles secondaires de Lakehead reproduite au tableau 6.8 et celle du conseil scolaire catholique-romaine d'Essex. Il n'y a pas d'échelle de salaire commune qui s'applique à tous les conseils de la province mais une présentation commune à presque tous parmi eux existe et les salaires équivalents se rappro-

TABLEAU 6.4

REPARTITION DES ENSEIGNANTS ET PROGRAMME DES SALAIRES MOYENS DES ENSEIGNANTS DE L'ELEMENTAIRE PUBLIC EN ONTARIO PAR NIVEAU DE CERTIFICAT ET PAR EXPERIENCE 1976-77

EXPERIENCE	REPARTITION DES ENSEIGNANTS — NIVEAU DE CERTIFICAT						
	1	2	3	4	5	6	7
0	37	15	9	415	977	278	255
1	59	40	31	348	1,137	324	312
2	82	100	86	264	851	209	239
3	121	213	222	218	789	203	169
4	267	259	266	270	864	234	179
5	461	457	345	211	702	217	162
6	586	717	495	221	765	229	144
7	374	1,068	641	160	840	224	129
8	283	793	549	150	665	214	119
9	232	549	859	164	620	235	110
10	166	388	653	169	725	359	189
11	126	366	361	73	371	335	222
12	107	269	319	69	319	194	131
13	88	230	249	49	275	191	100
14	79	315	378	82	333	288	141
15	52	199	227	52	190	183	112
16	330	1,507	1,932	408	1,073	1,024	586
Total	3,449	7,483	7,624	3,322	11,493	4,939	3,298

EXPERIENCE	PROGRAMME DES SALAIRES MOYENS — NIVEAU DE CERTIFICAT						
	1	2	3	4	5	6	7
0	8,758	9,468	10,095	11,579	12,113	13,270	13,947
1	9,360	10,097	10,794	12,324	12,900	14,141	14,874
2	10,130	10,887	11,662	13,263	13,879	15,235	16,023
3	10,753	11,527	12,357	14,010	14,665	16,105	16,936
4	11,377	12,162	13,046	14,762	15,450	16,977	17,853
5	12,008	12,803	13,744	15,513	16,241	17,846	18,769
6	12,646	13,623	14,619	16,448	17,217	18,937	19,909
7	12,850	14,223	15,320	17,200	18,012	19,809	20,814
8	12,882	15,127	16,033	17,955	18,804	20,678	21,733
9	12,891	15,135	16,687	18,663	19,552	21,553	22,645
10	12,892	15,135	17,247	19,359	20,311	22,384	23,578
11	12,892	15,135	17,362	19,627	20,675	22,942	24,262
12	12,892	15,135	17,391	19,664	20,742	23,131	24,587
13	12,892	15,135	17,391	19,680	20,758	23,187	24,664
14	12,892	15,135	17,391	19,681	20,759	23,188	24,700
15	12,892	15,135	17,391	19,681	20,759	23,188	24,700
16	12,892	15,135	17,391	19,681	10,759	23,188	24,700

PRIMES AUX ENSEIGNANTS SUR LA GRILLE NORMALE DE DISTRIBUTION

Primes	Nombre recevant des primes	Prime moyenne 1976-77
Principaux sur la grille	660	5,085
V-P sur la grille	708	2,504
Responsabilité	2,200	1,611
Mérite	-	-
Isolement	77	453
Expérience liée	475	462
Diplômes supplémentaires	1,022	582
Education spéciale	1,748	601
Coût de la vie	12,730	284
Autres	773	961
Total	20,392	732

SALAIRES DES ENSEIGNANTS QUI NE SONT PAS SUR LA GRILLE NORMALE

	Nombre	Salaires moyens 1976-77
Principaux	1,918	29,868
Vice-Principaux	503	26,687
Coordinateurs et conseillers	105	28,633
Enseignants pré-catégorie	3	18,025
Autres	52	24,215
Total	2,580	29,072

Source: Base de salaires des enseignants, Ministère de l'éducation.

TABLEAU 6.5

REPARTITION D'ENSEIGNANTS ET GRILLES DE SALAIRES MOYENS DANS LES ECOLES SEPAREES EN ONTARIO PAR NIVEAU DE CERTIFICAT ET ANNEES D'EXPERIENCE, 1976-77

EXPERIENCE	REPARTITION DES ENSEIGNANTS						
	NIVEAU DE CERTIFICAT						
	1	2	3	4	5	6	7
0	52	23	20	276	544	145	151
1	71	42	18	158	475	112	154
2	72	46	34	144	359	121	174
3	111	159	155	129	356	103	133
4	189	190	173	134	289	113	100
5	265	333	215	98	332	79	98
6	315	374	281	77	290	93	62
7	428	412	312	75	333	81	71
8	107	353	314	66	268	81	89
9	84	663	222	53	245	82	71
10	87	144	574	129	425	246	74
11	102	150	265	55	237	114	213
12	61	94	85	84	182	60	80
13	37	89	57	27	122	92	89
14	45	80	57	17	96	71	56
15	36	56	70	13	80	51	24
16	228	488	485	111	489	254	171
Total	2,290	3,695	3,353	1,645	5,120	1,899	1,808

EXPERIENCE	PROGRAMME DES SALAIRES MOYENS						
	NIVEAU DE CERTIFICAT						
	1	2	3	4	5	6	7
0	8,626	9,315	10,030	11,392	11,990	13,107	13,802
1	9,226	9,938	10,698	12,115	12,736	13,918	14,641
2	9,983	10,704	11,478	12,983	13,615	14,903	15,656
3	10,590	11,321	12,142	13,682	14,329	15,670	16,446
4	11,214	11,935	12,798	14,400	15,080	16,460	17,269
5	11,867	12,559	13,464	15,127	15,840	17,263	18,098
6	12,536	13,328	14,277	15,984	16,708	18,265	19,119
7	12,757	13,984	14,951	16,712	17,483	19,072	19,953
8	12,776	14,535	15,627	17,437	18,233	19,863	20,768
9	12,781	14,878	16,273	18,165	18,999	20,679	21,615
10	12,786	14,941	16,815	18,900	19,749	21,548	22,525
11	12,786	14,941	19,987	19,249	20,226	22,210	23,372
12	12,786	14,941	17,061	19,440	20,487	22,558	23,824
13	12,786	14,941	17,061	19,440	20,570	22,708	23,989
14	12,786	14,941	17,061	19,440	20,570	22,708	24,094
15	12,786	14,941	17,061	19,440	20,570	22,708	24,094
16	12,786	14,941	17,061	19,440	20,570	22,708	24,094

PRIMES AUX ENSEIGNANTS SUR LA GRILLE NORMALE DE DISTRIBUTION		
Primes	Nombre recevant des primes	Prime moyenne 1976-77
Principaux sur la grille	722	4,349
V-P sur la grille	342	2,459
Responsabilité	980	1,533
Mérite	21	460
Isolement	19	520
Expérience liée	117	672
Diplômes supplémentaires	185	575
Education spéciale	985	676
Coût de la vie	5,520	122
Autres	715	741
Total	9,605	786

SALAIRES DES ENSEIGNANTS QUI NE SONT PAS SUR LA GRILLE NORMALE		
	Nombre	Salaires moyens 1976-77
Principaux	546	28,265
Vice-Principaux	3	22,900
Coordinateurs et conseillers	19	26,985
Enseignants pré-catégorie	19	8,563
Autres	5	17,810
Total	593	27,474

Source: Base de salaires des enseignants, Ministère de l'éducation.

TABLEAU 6.6

REPARTITION D'ENSEIGNANTS ET GRILLES DE SALAIRES MOYENS DE TOUS LES ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO PAR NIVEAU DE CERTIFICAT ET PAR EXPERIENCE, 1976-77

EXPERIENCE	REPARTITION DES ENSEIGNANTS — Niveau de certificat						
	1	2	3	4	5	6	7
0	88	38	29	692	1,521	423	406
1	130	81	49	505	1,612	436	465
2	155	146	120	408	1,210	331	412
3	233	372	377	347	1,144	306	301
4	456	449	440	404	1,152	347	279
5	726	790	560	309	1,034	295	261
6	901	1,091	776	298	1,054	322	206
7	802	1,480	953	235	1,173	305	200
8	390	1,145	863	215	932	295	208
9	315	1,212	1,081	217	865	317	181
10	253	532	1,227	298	1,150	605	262
11	227	516	626	128	607	450	436
12	168	363	403	154	501	254	211
13	25	319	306	75	397	283	188
14	124	395	453	100	429	359	197
15	88	254	297	65	270	234	126
16	558	1,995	2,417	518	1,562	1,278	757
Total	5,738	11,178	10,977	4,966	16,613	6,838	5,106

EXPERIENCE	REPARTITION DES ENSEIGNANTS — Niveau de certificat						
	1	2	3	4	5	6	7
0	8,716	9,419	10,074	11,519	12,074	13,218	13,901
1	9,317	10,046	10,764	12,258	12,848	14,070	14,800
2	10,083	10,828	11,603	13,174	13,795	15,129	15,906
3	10,701	11,461	12,288	13,905	14,558	15,967	16,780
4	11,325	12,089	12,967	14,647	15,332	16,813	17,667
5	11,963	12,725	13,655	15,390	16,113	17,660	18,556
6	12,611	13,529	14,510	16,300	17,055	18,723	19,657
7	12,820	14,147	15,203	17,045	17,843	19,575	20,540
8	12,848	14,699	15,904	17,790	18,622	20,419	21,426
9	12,856	15,048	16,555	18,505	19,376	21,275	22,318
10	12,858	15,073	17,109	19,213	20,132	22,118	23,240
11	12,858	15,073	17,243	19,507	20,532	22,710	23,979
12	12,858	15,073	17,286	19,593	20,661	22,949	24,345
13	12,858	15,073	17,286	19,604	20,699	23,035	24,449
14	12,858	15,073	17,286	19,604	20,699	23,057	24,507
15	12,858	15,073	17,286	19,604	20,699	23,057	24,507
16	12,858	15,073	17,286	19,604	20,699	23,057	24,507

PRIMES AUX ENSEIGNANTS SUR LA GRILLE NORMALE DE DISTRIBUTION

Primes	Nombre recevant des primes	Prime moyenne 1976-77
Principaux sur la grille	1,382	4,700
V-P sur la grille	1,050	2,489
Responsabilité	3,180	1,587
Mérite	21	460
Isolement	96	466
Expérience liée	592	504
Diplômes supplémentaires	1,207	581
Education spéciale	2,733	628
Coût de la vie	18,250	235
Autres	1,488	856
Total	29,998	750

SALAIRES DES ENSEIGNANTS QUI NE SONT PAS SUR LA GRILLE NORMALE

	Nombre	Salaires moyens 1976-77
Principaux	2,465	29,513
Vice-Principaux	506	26,665
Co-ordinateurs et conseillers	124	28,380
Enseignants pré-catégorie	22	9,854
Autres	57	23,629
Total	3,173	28,773

Source: Base de salaires des enseignants. Ministère de l'Education.

TABLEAU 6.7

REPARTITION D'ENSEIGNANTS ET GRILLES DE SALAIRES MOYENS
DES ENSEIGNANTS D'ECOLES SECONDAIRES PAR NIVEAU DE CERTIFICAT ET EXPERIENCE, 1976-77

EXPERIENCE	REPARTITION DES ENSEIGNANTS			
	Niveau de certificat			
	4	5	6	7
0	299	281	136	740
1	198	328	161	837
2	157	316	164	902
3	123	252	151	862
4	154	315	187	996
5	204	413	245	1,037
6	203	463	293	1,040
7	242	471	322	870
8	232	501	354	1,306
9	218	448	373	1,202
10	327	492	345	1,098
11	231	461	645	1,745
12	138	233	236	1,317
13	127	207	258	809
14	155	276	307	1,040
15	89	126	194	609
16	404	650	1,149	3,541
Total	3,499	6,231	5,521	19,950

EXPERIENCE	PROGRAMME DES SALAIRES MOYENS			
	Niveau de certificat			
	4	5	6	7
0	11,664	12,181	13,321	13,992
1	12,409	12,964	14,202	14,923
2	13,339	13,944	15,304	16,083
3	14,088	14,734	16,184	17,006
4	14,843	15,535	17,076	17,965
5	15,586	16,321	17,956	18,898
6	16,508	17,269	19,052	20,052
7	17,251	18,076	19,930	20,968
8	17,998	18,860	20,811	21,902
9	18,751	19,651	21,692	22,832
10	19,441	20,432	22,564	23,770
11	19,750	20,826	23,166	24,508
12	19,786	20,879	23,290	24,776
13	19,797	20,879	23,345	24,843
14	19,797	20,879	23,345	24,853
15	19,797	20,879	23,345	24,853
16	19,797	20,879	23,345	24,853

PRIMES AUX ENSEIGNANTS SUR
LA GRILLE NORMALE DE DISTRIBUTION

Primes	Nombre recevant des primes	Prime moyenne 1976-77
Principaux sur la grille	25	10,070
V-P sur la grille	44	5,530
Responsabilité	10,656	1,771
Mérite	-	-
Isolement	21	100
Expérience liée	3,666	1,121
Diplômes supplémentaires	3,964	614
Education spéciale	614	596
Coût de la vie	13,593	448
Autres	430	498
Total	33,012	987

SALAIRES DES ENSEIGNANTS QUI NE SONT PAS
SUR LA GRILLE NORMALE

	Nombre	Salaire moyen 1976-77
Principaux	567	34,077
Vice-Principaux	759	29,727
Enseignants de la RMT	841	15,915
Co-ordinateurs et conseillers	129	30,034
Enseignants pré-catégorie	11	12,574
Autres	29	27,552
Total	2,335	25,718

Source: Base de salaires des enseignants. Ministère de l'éducation.

TABLEAU 6.8

REPARTITION DES SALAIRES ET PROGRAMME DES SALAIRES A L'ECOLE SECONDAIRE DE LAKEHEAD
PAR NIVEAU DE CERTIFICAT ET EXPERIENCE, 1976-77

REPARTITION DES ENSEIGNANTS (JANVIER 1977)					PROGRAMME DES SALAIRES				
Expérience	Catégorie 1	2	3	4	Expérience	Catégorie 1	2	3	4
0	2.5	5.0	0.0	9.0	0	12,155	12,819	13,849	14,450
1	2.0	3.0	5.0	12.0	1	12,916	13,629	14,732	15,454
2	5.7	6.3	3.0	6.0	2	13,677	14,439	15,615	15,458
3	5.0	6.0	1.8	10.3	3	14,438	15,249	16,498	17,462
4	3.0	6.0	4.0	11.0	4	15,199	16,059	17,371	18,466
5	1.0	9.0	4.5	7.0	5	15,960	16,869	18,264	19,470
6	2.0	7.7	4.0	22.7	6	16,721	17,679	19,147	20,474
7	3.5	9.5	3.0	24.8	7	17,482	18,489	20,030	21,478
8	2.5	12.5	4.0	35.1	8	18,243	19,299	20,913	22,482
9	4.0	6.0	8.0	20.0	9	19,004	20,109	21,796	23,486
10	4.0	6.9	7.0	16.0	10	19,765	20,919	22,679	24,490
11	3.0	8.5	7.0	15.0	11	19,765	20,919	23,562	25,494
12	1.0	4.7	3.0	16.0	12	19,765	20,919	23,562	25,494
13	2.0	2.0	9.0	23.2	13	19,765	20,919	23,562	25,494
14	0.0	4.0	2.0	15.5	14	19,765	20,919	23,562	25,494
15	1.0	2.0	5.0	16.0	15	19,765	20,919	23,562	25,494
16	6.0	8.8	16.0	56.3	16	19,765	20,919	23,562	25,494
Total	48.2	107.9	86.3	315.9					

Source: Base de salaires des enseignants, Ministère de l'éducation.

chent tellement les uns des autres qu'ils convergent vers une échelle provinciale de salaires de fait même si celle-ci n'existe pas en théorie et n'est pas délibérée. Tous les conseils sont l'objet d'une même influence principale: les enseignants vieillissent tous automatiquement d'un an chaque année et la plupart d'entre eux essaient aussi d'augmenter leurs qualifications. En bref, le but pour tous est de se retrouver au maximum de l'échelle des salaires.

Avant de passer à des considérations de variations d'une commission à l'autre, j'aimerais introduire une autre dimension au niveau de la province, celle qu'on connaît sous le nom de "mobilité des enseignants" et que nous avons mentionnée plus haut. Pour ce qui concerne les enseignants d'écoles secondaires, un schéma de la situation est donné au tableau 6.10 qui donne le nombre de translations annuelles depuis septembre 1966 à septembre 1976. On sait depuis quelques temps que la mobilité géographique dans le système provincial est presque nulle et qu'il n'y a qu'un très petit nombre de nouveaux postes à pourvoir même au niveau secondaire. Bien que les inscriptions au secondaire n'aient atteint leur maximum que l'an dernier, la mobilité disparaît avant même que la contraction ne commence. Ce processus s'accélérera d'autant plus que la baisse des inscriptions se fera ressentir, et c'est pour cela que nous insistions tant pour obtenir des données à jour sur la situation dans les écoles secondaires de la part de Statistique Canada. Nos études des clauses d'excédents/redondance dans les conventions collectives mettent en évidence que l'ancienneté dans les écoles d'un même conseil constituera le critère principal, sinon unique, pour tout "désengagement"*, pour user d'un mot grossier et artificiellement composé que vous voudrez bien excuser (nous excellons dans l'art d'éviter les expressions directes et intelligibles). En

*"dehiring" dans le texte anglais (note du traducteur).

TABLEAU 6.10

MOBILITE DES ENSEIGNANTS DANS LES ECOLES SECONDAIRES EN ONTARIO, 1966 A 1976

ANNEE	RESERVE[1]	QUITTENT[2]		MUTES EN ONTARIO		NOUVELLES ENTREES[3]		DE RETOUR[3]		NOUVELLE RESERVE UNE ANNEE PLUS TARD[4]	
		No.	%	No.	%	No.	%	No.	%	No.	%
1966	25,217	3,647	14.4	2,038	8.0	5,162	20.4	1,472	5.8	28,204	111.8
1967	28,204	4,126	14.6	1,691	5.9	4,908	17.4	1,721	6.1	30,707	108.8
1968	30,707	4,349	14.1	2,373	7.7	4,725	15.3	2,015	6.5	33,098	107.7
1969	33,098	4,287	12.9	1,395	4.2	3,628	10.9	1,508	4.5	33,947	102.5
1970	33,947	4,569	13.4	1,101	3.2	2,986	8.7	2,336	6.8	34,700	102.2
1971	34,700	3,585	10.3	646	1.8	2,223	6.4	1,093	3.1	34,431	99.2
1972	34,431	3,298	9.5	597	1.7	1,687	4.8	1,419	4.1	34,239	99.2
1973	3,4239	2,935	8.5	831	2.4	2,094	6.1	1.109	3.2	34,507	100.7
1974	34,507	2,677	7.7	807	2.3	2,284	6.6	1,490	4.3	35,604	103.1
1975	35,604	2,727	7.6	563	1.5	2,148	6.0	1,280	3.5	36,305	101.9
1976	36,305										

[1] Septembre

[2] Au mois de juin suivant, inclut les décès, le retraites et les départs volontaires

[3] Septembre, l'année suivante

[4] La réserve au mois de septembre précédent = 100%

Source: Dossiers annuels informatisés de l'OSSTF.

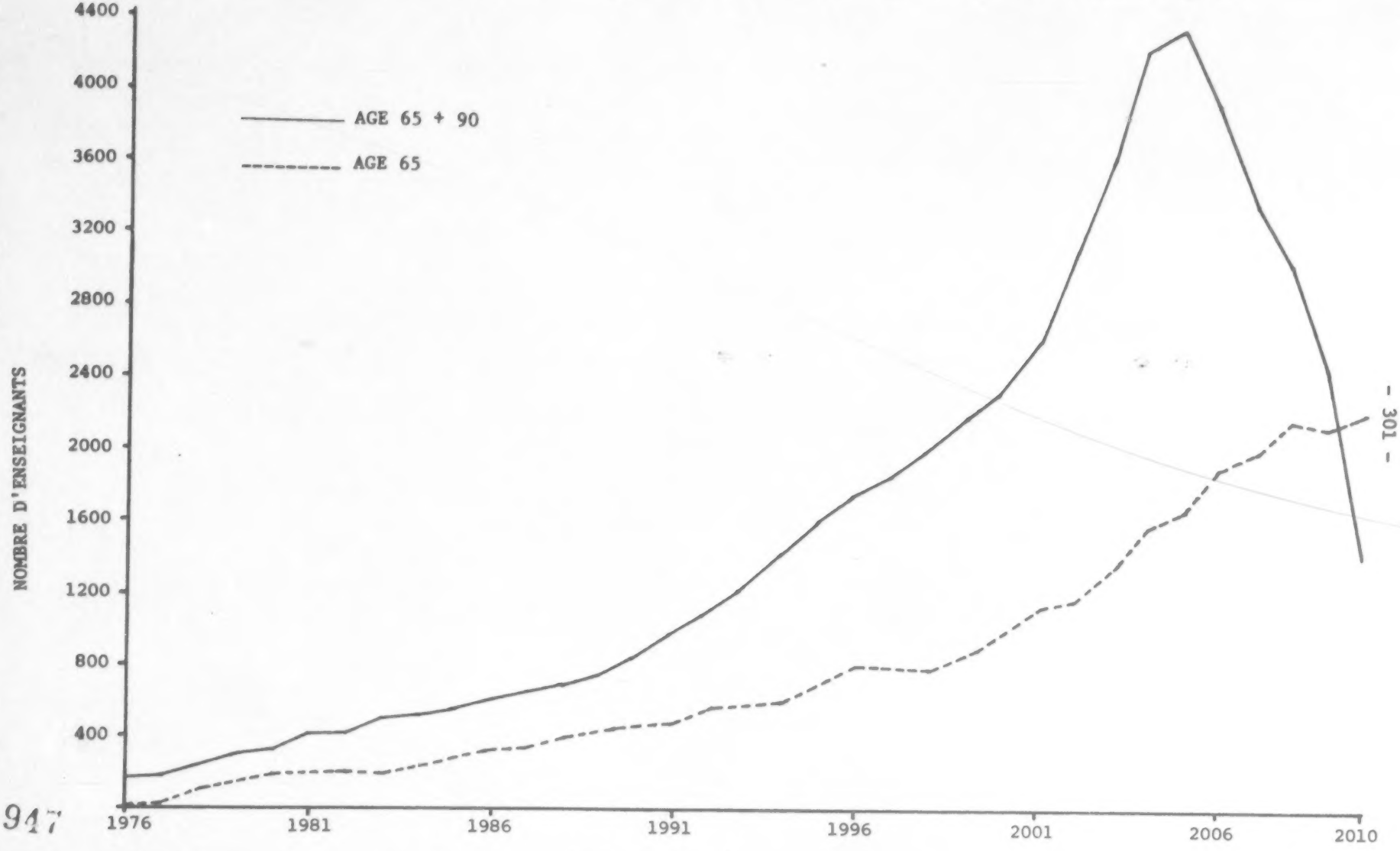
fait, à la lumière des tableaux d'âges et d'expérience précédente, il est évident, qu'on le veuille ou non, que notre système est sur le point de se figer dans une grille inflexible qui ne bougera pas pendant des années. Les retraites ne changeront pas grand chose au nombre de postes à pourvoir avant la fin du siècle et les départs se feront alors par "vagues" comme l'indiquent les figures 6.1 à 6.4. Un jeune principal d'école secondaire récemment nommé me disait avec un soupir de mélancolie: "Je sais seulement que pour les vingt prochaines années, je serai principal de cette école avec peu ou pas de changement dans le personnel et nous vieillirons en même temps que les murs". Heureusement, je suppose, pour lui et ses employés que les élèves ne sont figés dans cette situation -- eux changeront tout au moins et sembleront toujours plus jeunes au fil des années, en supposant qu'il y aura toujours assez d'élèves pour empêcher que l'école ne ferme et que le personnel ne se, hum, "disperse?".

Soit dit en passant, la plupart des données sur les salaires passés, présents et à venir des enseignants sont à la fin de ce chapitre ou à l'annexe statistique. Comme tout le monde le sait peut-être, les salaires comptent pour la plus grande partie du budget des conseils et représentent quelque 70% du total aujourd'hui et plus à l'avenir. Il est évident par conséquent que la discussion de cet aspect de la baisse des inscriptions sera un des morceaux du puzzle du financement de l'éducation.

La facture en hausse des salaires peut devenir un fardeau très pesant sur les épaules du contribuable local. Même si la province augmente le total de ses contributions, ce total peut encore constituer une part moins grande de la facture de l'éducation. On sait très bien que, pour les institutions qui n'ont pas d'accès direct aux revenus d'impôt, les coûts élevés deviennent

FIGURE 6.1

NOMBRE TOTAL D'ENSEIGNANTS DE L'ELEMENTAIRE QUI PEUVENT PRENDRE LEUR RETRAITE, 1976 A 2010



947

948

TABLEAU 6.9

REPARTITION DES ENSEIGNANTS ET PROGRAMME DES SALAIRES AU CONSEIL SCOLAIRE CATHOLIQUE-ROMAIN SEPARE D'ESSEX PAR ANNEES D'EXPERIENCE, 1976-77

EXPERIENCE	REPARTITION DES ENSEIGNANTS							PROGRAMME DES SALAIRES						
	1	2	3	4	5	6	7	1	2	3	4	5	6	7
0	1.0	4.0	0.0	13.0	14.0	2.0	9.0	8,849	9,572	10,462	11,686	12,466	13,690	14,580
1	4.5	1.0	0.0	2.0	11.0	3.0	2.0	9,517	10,240	11,130	12,410	13,190	14,469	15,359
2	1.0	3.0	2.0	3.0	14.0	7.0	6.0	10,184	10,907	11,798	13,133	13,912	15,248	16,138
3	3.0	0.0	5.0	5.0	11.0	3.0	7.0	10,852	11,575	12,466	13,857	14,636	16,027	16,918
4	4.0	4.0	6.0	1.0	11.0	5.0	4.0	11,520	12,243	13,133	14,580	15,539	16,806	17,697
5	2.5	9.0	4.0	1.0	3.0	3.0	5.0	12,188	12,911	13,801	15,304	16,083	17,585	18,476
6	5.5	7.0	7.0	3.0	11.0	3.0	2.0	12,856	13,579	14,469	16,027	16,806	18,364	19,255
7	4.0	5.0	8.0	0.0	9.0	4.0	2.0	12,856	14,246	15,137	16,751	17,474	19,144	20,034
8	3.0	3.0	2.0	0.0	5.5	3.0	6.0	12,856	14,914	15,805	17,474	18,253	19,923	20,813
9	2.0	3.0	5.0	0.0	5.0	1.0	4.0	12,856	15,582	16,472	18,198	18,977	20,702	21,592
10	0.0	3.0	4.0	1.0	3.0	1.0	1.0	12,856	16,250	17,140	18,921	19,700	22,260	23,150
11	3.0	1.0	3.5	0.0	4.0	1.0	1.0	12,856	16,250	17,140	18,921	19,700	22,260	23,150
12	2.0	4.0	4.0	1.0	8.0	0.0	3.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
13	4.8	1.0	1.0	4.0	8.0	4.0	5.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
14	2.0	4.0	1.0	2.0	0.0	4.0	3.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
15	0.0	1.0	2.0	1.0	4.0	1.0	1.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
16	10.0	11.5	11.0	7.0	15.2	7.0	13.0	12,856	16,250	17,140	18,921	19,700	23,039	23,929
Total	52.3	64.5	65.6	44.0	136.7	52.0	74.0							

Source: Base de salaires des enseignants - Ministère de l'éducation.

FIGURE 6.2

NOMBRE TOTAL D'ENSEIGNANTS DU SECONDAIRE QUI PEUVENT PRENDRE LEUR RETRAITE, 1976 A 2010

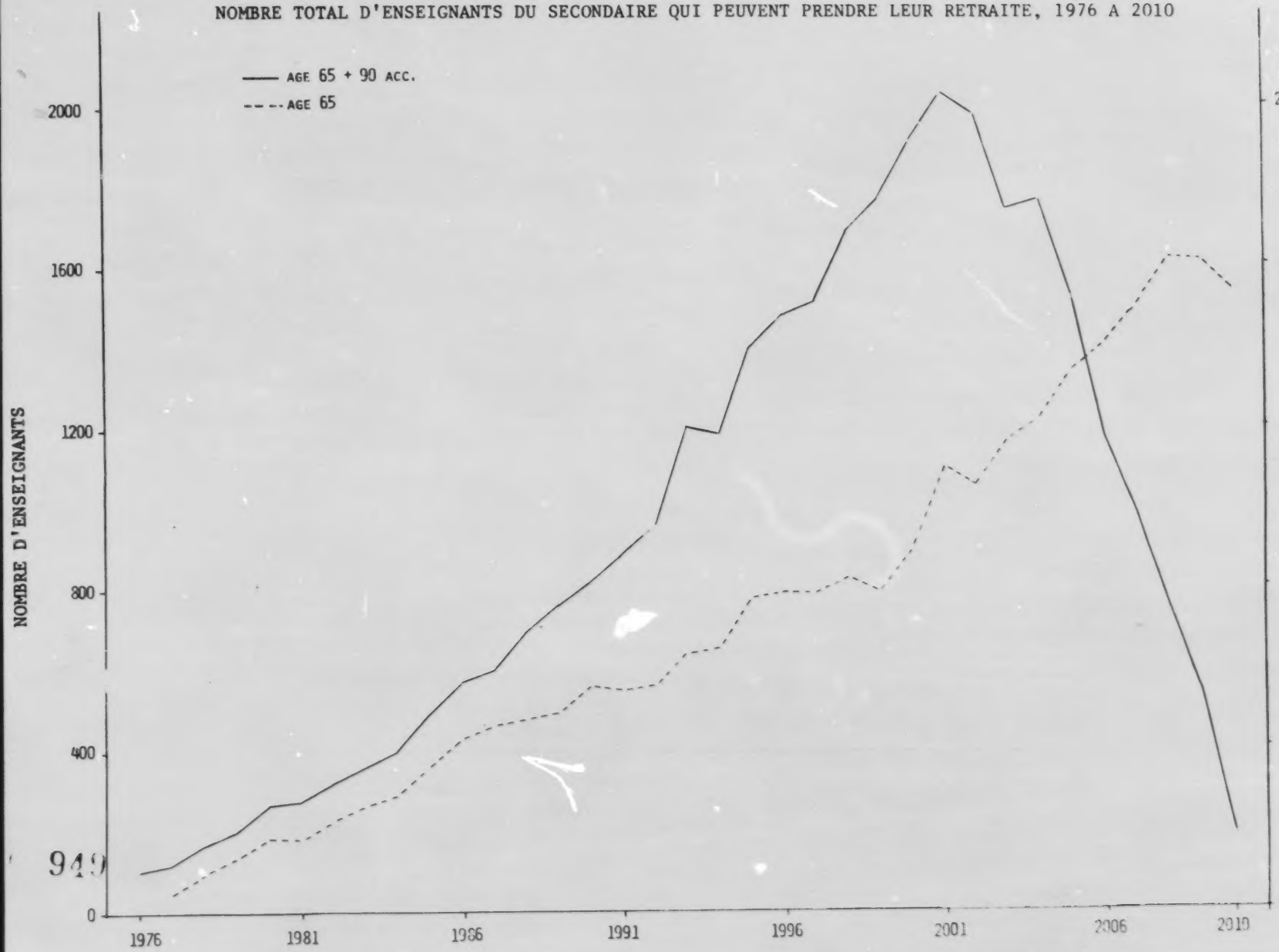


FIGURE 6.3

PYRAMIDE DES AGES PAR SEXE DES ENSEIGNANTS DE L'ELEMENTAIRE
EN ONTARIO AU 31 DECEMBRE 1976

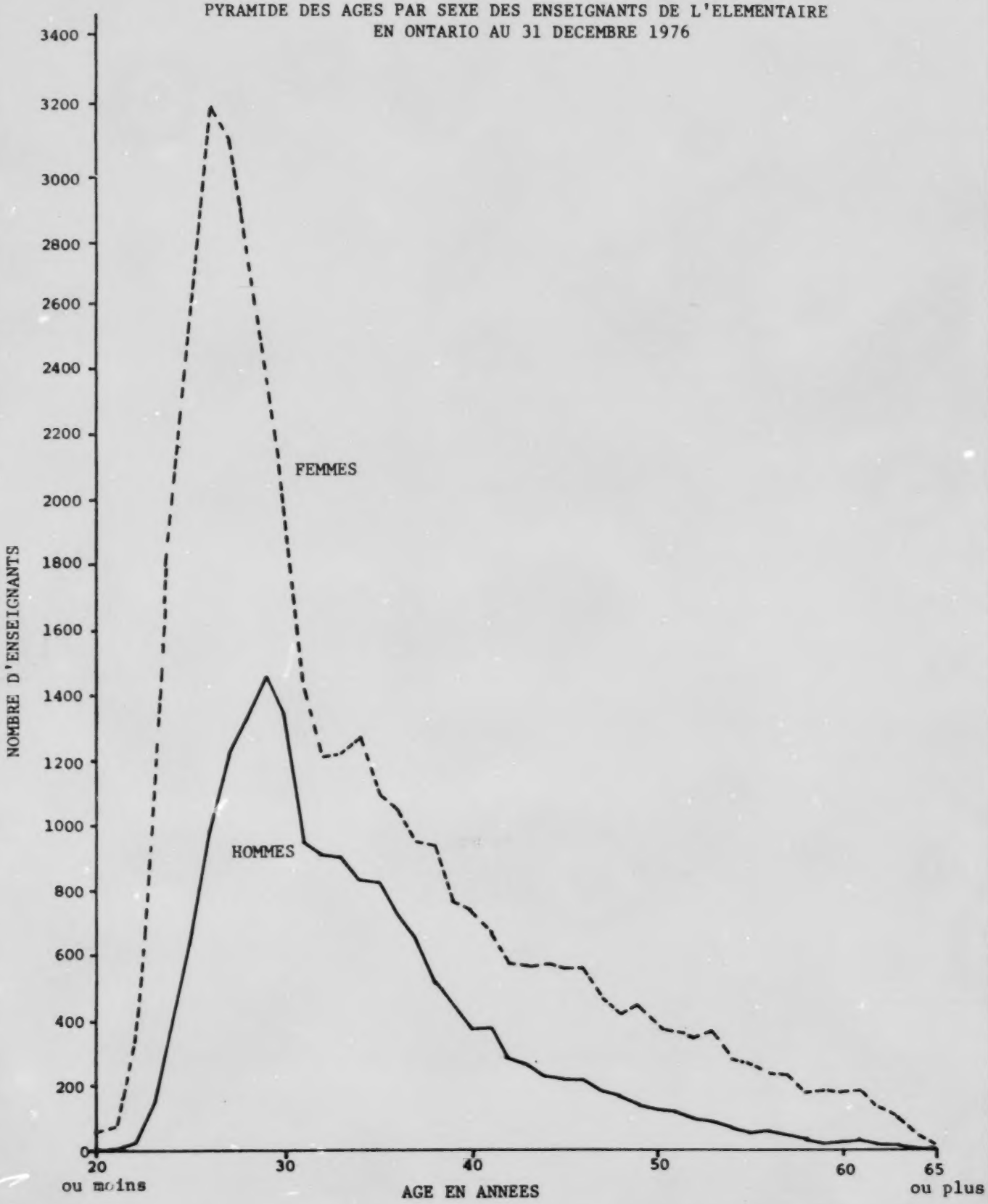
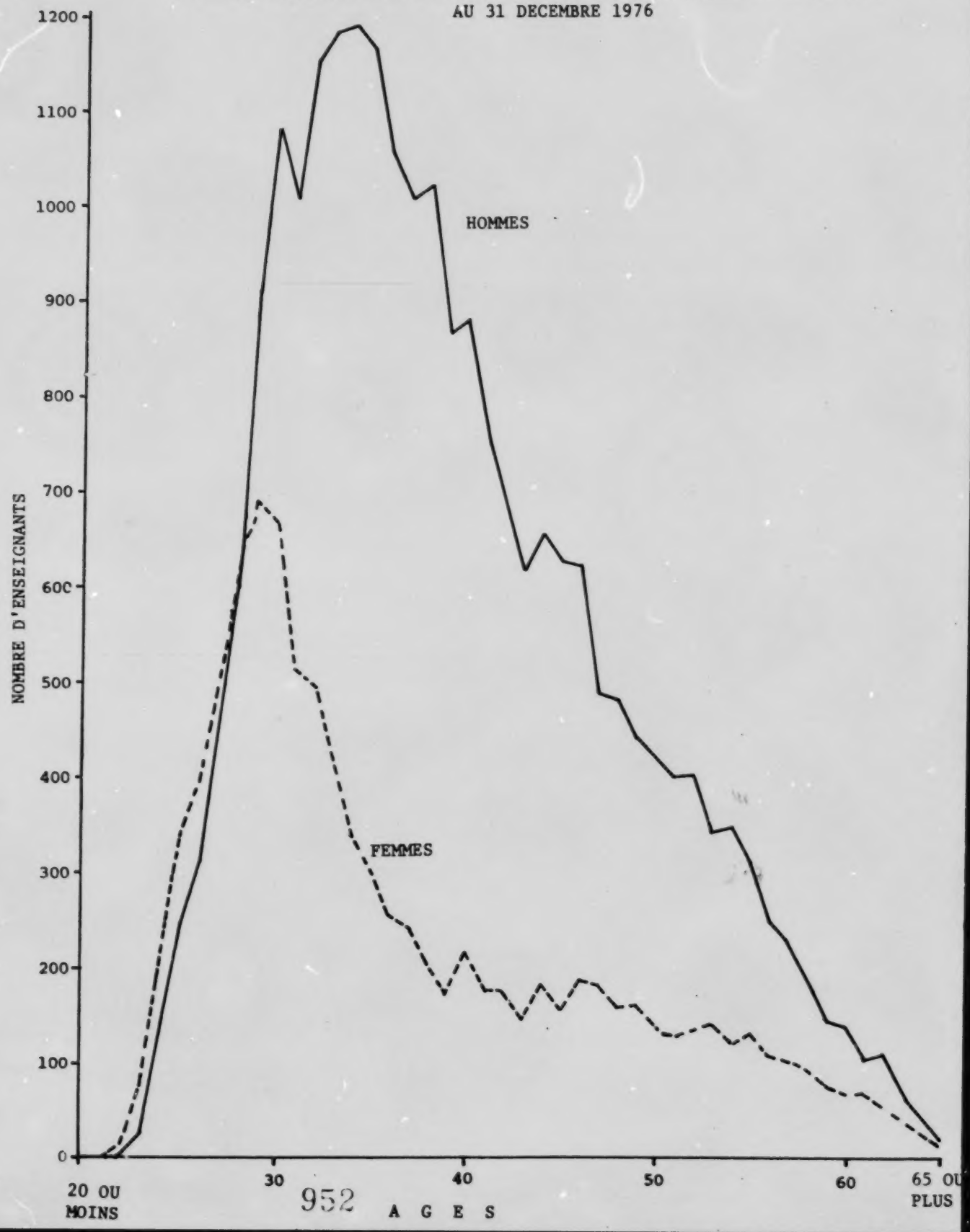


FIGURE 6.4

PYRAMIDE DES AGES PAR SEXE DES ENSEIGNANTS DU SECONDAIRE EN ONTARIO
AU 31 DECEMBRE 1976



une charge excessive et peuvent mener à la faillite et à la ruine dans le pire des cas.

On trouvera une étude plus détaillée sur les caractéristiques des enseignants, avec un commentaire, à l'annexe statistique citée plus haut et dans les rapports spéciaux commandités pour nous. J'aimerais cependant présenter à ce stade certaines de ces données de base sous forme de moyennes pour 1976-1977 par région et par commission, de façon à donner une notion des différences et des similitudes à travers la province.

Pour considérer la situation dans la province par région et par commission, je commencerai par une série de récapitulations des moyennes pour l'année scolaire 1976-1977, j'observerai ensuite les tendances historiques de 1970 à 1976 pour les conseils primaires et de 1966 à 1976 pour le secondaire.[1] Les données de base sur les salaires moyens des enseignants d'écoles primaires sont données aux tableaux 6.11 et 6.12. Remarquons que les salaires moyens varient beaucoup à l'intérieur de chaque région, mais moins, naturellement, que d'un bout à l'autre de la province (d'un minimum de $12,647 dans un conseil à un maximum de $19,297 dans un autre.)[2] Bien que les salaires pour les écoles secondaires aux tableaux 6.13 et 6.14 soient plus élevés, une variation semblable prévaut (dans la province) d'un minimum de $17,621 à un maximum de $24,291.

---

[1] Je tiens à remercier la Fédération Ontarienne des Professeurs d'Ecoles Secondaires qui nous a permis d'utiliser ses dossiers et qui a rendu ces analyses possibles.

[2] Une information plus complète sur les salaires moyens des enseignants, aux niveaux primaire et secondaire par région pour les années 1970 à 1976 pour le primaire et de 1966 à 1976 pour le secondaire, est donnée aux tableaux 6.15 et 6.16. Les répartitions des responsabilités correspondantes par âge et par sexe sont données aux tableaux 6.17 et 6.18 pour 1976-1978.

TABLEAU 6.11

SALAIRES TOTAUX MOYENS ET SALAIRES MOYENS DES GRILLES DES ECOLES SECONDAIRES EN ONTARIO PAR CONSEIL ET REGION, 1976-77

	Salaires moyens des grilles	Salaires totaux moyens
REGION 1		
Lakehead	17,306	18,468
Kenora	17,811	18,329
Atikokan	16,699	17,664
Geraldton	17,072	17,419
Dryden ESCR	16,735	16,983
Nipigon-Red Rock	16,137	16,951
Dryden	16,563	16,950
Kenora ESCR	16,106	16,687
Ft. Francis-Rainy River	16,175	16,651
Lakehead ESCR	15,684	16,495
Lake Superior	15,270	16,367
Ft. Francis-Rainy River	15,790	16,317
Atikokan No. 1 ESCR	15,454	15,884
Red Lake	15,107	15,419
Nord du Supérieur	14,934	15,359
Geraldton ESCR	14,573	14,864
REGION 2		
North Shore	16,926	18,153
Sudbury	16,926	18,034
Central Algoma	16,948	17,452
Sault Ste. Marie	16,543	17,184
Sault Ste. Marie ESCR	16,017	16,622
Sudbury ESCR	15,873	16,477
Hornepayne	15,814	16,456
Chapleau	15,494	16,045
North Shore ESCR	15,322	15,887
Manitoulin	15,152	15,665
Michipicoten	14,841	15,401
Espanola	14,435	15,230
Michipicoten ESCR	14,226	14,765
Chapleau Panet ESCR	12,626	12,647
REGION 3		
Kapuskasing	17,469	17,921
Nipissing	17,061	17,715
Kirkland Lake	16,514	17,475
West Parry Sound	16,116	17,032
Muskoka	16,459	17,013
Kapuskasing ESCR	16,462	16,939
Nipissing ESCR	16,197	16,691
Timmins	15,749	16,632
Cochrane-Iroquois Falls	15,530	16,379
Parry Sound East	15,427	16,327
Timiskaming	15,854	16,292
Hearst	15,495	15,946
Kirkland Lake ESCR	15,247	15,635
Hearst ESCR	14,746	15,141
Timmins ESCR	14,493	15,066
Cochrane-Iroquois	14,575	14,684
Timiskaming ESCR	13,977	14,322
REGION 4		
Windsor ESCR	17,327	18,700
London	16,966	17,800
Essex	16,441	17,478
Huron	16,145	17,203
Essex ESCR	16,272	17,100
Middlesex	16,151	16,751
Kent	15,849	16,659
Elgin	15,709	16,568
Lambton	15,633	16,437
Lambton ESCR	15,632	16,226
Kent ESCR	15,223	16,140
London-Middlesex ESCR	15,043	15,503
Elgin ESCR	14,647	14,983
Windsor	-	-
REGION 5		
Waterloo	16,257	17,735
Grey	15,998	17,097
Wellington	16,210	16,774
Brant	15,608	16,563
Waterloo ESCR	15,969	16,460
Wellington ESCR	15,825	16,448
Bruce	15,800	16,433
Perth	15,653	16,332
Oxford	15,368	16,316
Huron-Perth ESCR	15,244	15,741
Brant ESCR	15,087	15,343
Oxford ESCR	14,679	15,269
Bruce-Grey ESCR	14,503	15,213
REGION 6		
Lincoln	18,175	19,297
Hamilton	16,286	17,271
Lincoln ESCR	16,634	17,186
Hamilton-Wentworth ESCR	16,031	16,987
Niagara South	16,384	16,971
Norfolk	15,771	16,875
Wentworth	15,781	16,854
Welland ESCR	16,162	16,586
Haldimand	15,050	15,612
Haldimand-Norfolk ESCR	14,143	15,222
REGION 7		
Etobicoke	17,403	18,872
North York	17,282	18,858
Toronto	17,524	18,807
East York	16,317	18,602
York	16,838	18,444
Scarborough	16,809	18,334
Peel	17,161	18,152
Halton	16,701	17,665
Simcoe	16,481	17,501
York County	16,330	17,345
Metro Toronto ESCR	16,509	17,277
Durham	16,264	17,152
Dufferin-Peel ESCR	15,896	16,680
Haliburton	15,318	15,754
York County	14,901	15,575
Victoria	14,721	15,546
REGION 9		
Peterborough	16,444	16,852
Frontenac-Lennox & Addington	16,392	16,844
ESCR	15,767	16,797
Hastings	16,232	16,747
Northumberland & New Castle	15,615	16,524
Leeds & Grenville	14,964	16,168
Frontenac	15,674	16,141
Lennox & Addington	15,537	15,926
Peterborough, ETC ESCR	15,090	15,891
Prince Edward	15,210	15,613
Hastings-Prince Edward ESCR	14,626	14,365
Lanark-Leeds & Grenville ESCR		
REGION 10		
Ottawa	18,069	18,940
Carleton	17,729	18,617
Renfrew	16,925	17,411
Ottawa ESCR	16,564	17,005
Lanark	15,844	16,902
Stormont, Dundas & Glengarry	15,822	16,356
Carleton ESCR	15,338	16,188
Renfrew ESCR	15,753	16,061
Stormont, Dundas & Glengarry	14,852	15,310
ESCR	14,645	15,304
Prescott & Russell	14,831	15,298
Prescott & Russell ESCR		

Source: Base de salaires des enseignants. Ministère de l'éducation.

TABLEAU 6.12

SALAIRES TOTAUX MOYENS ET SALAIRES MOYENS DES GRILLES DES ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO, PAR ORDRE DECROISSANT ET PAR CONSEIL, 1976-77

CONSEIL	REGION	SALAIRES MOYENS DES GRILLES	SALAIRES TOTAUX MOYENS
LINCOLN	6	18,175	19,297
OTTAWA	10	18,069	18,940
ETOBICOKE	7	17,403	18,872
NORTH YORK	7	17,282	18,858
TORONTO	7	17,524	18,807
WINDSOR ESCR	4	17,327	18,700
CARLETON	10	17,729	18,517
EAST YORK	7	16,317	18,602
LAKEHEAD	1	17,306	18,468
YORK	7	16,838	18,443
SCARBOROUGH	7	16,809	18,334
KENORA	1	17,811	18,329
NORTH SHORE	2	16,926	18,153
PEEL	7	17,161	18,152
SUDBURY	2	16,926	18,034
KAPUSKASING	3	17,469	17,921
LONDON	4	16,966	17,800
WATERLOO	5	16,257	17,735
NIPISSING	3	17,061	17,715
HALTON	7	16,701	17,665
ATIKOKAN	1	16,699	17,664
SIMCOE	7	16,481	17,501
ESSEX	4	16,441	17,478
KIRKLAND LAKE	3	16,514	17,475
ALGOMA CENTRE	2	16,948	17,452
GERALDTON	1	17,072	17,419
RENFREW	10	16,925	17,411
YORK COUNTY	7	16,330	17,345
TORONTO METRO ESCR	7	16,509	17,277
HAMILTON	6	16,286	17,271
HURON	4	16,145	17,203
LINCOLN ESCR	6	16,634	17,186
SAULT STE. MARIE	2	16,543	17,184
DURHAM	7	16,265	17,152
ESSEX ESCR	4	16,272	17,100
GREY	5	15,998	17,097
PARRY SOUND OUEST	3	16,116	17,032
MUSKOKA	3	16,459	17,013
OTTAWA ESCR	10	16,546	17,005
HAMILTON - WENTWORTH ESCR	6	16,031	16,987
DRYDEN ESCR	1	16,735	16,983
NIAGARA	6	16,384	16,971
NIPIGON - RED ROCK	1	16,137	16,951
DRYDEN	1	16,563	16,950
KAPUSKASING ESCR	3	16,462	16,939
LANARK	10	15,844	16,902
NORFOLK	6	15,771	16,875
WENTWORTH	6	15,781	16,854
PETERBOROUGH	9	16,444	16,852
FRONTENAC, LENNOX & ADDING ESCR	9	16,392	16,844
WELLINGTON	5	16,210	16,774
MIDDLESEX	4	16,151	16,751
NORTHUMBERLAND & NEW CASTLE	9	16,232	16,747
NIPISSING ESCR	3	16,197	16,691
KENORA ESCR	1	16,106	16,687
DUFFERIN - PEEL ESCR	7	15,896	16,680
KENT	4	15,849	16,659
FT. FRANCIS - RAINY RIVER ESCR	1	16,175	16,651
TIMMINS	3	15,749	16,632
SAULT STE. MARIE ESCR	2	16,017	16,622
WELLAND ESCR	6	16,162	16,586
ELGIN	4	15,709	16,568
BRANT	5	15,608	16,563
LEEDS & GRENVILLE	9	15,615	16,524
LAKEHEAD ESCR	1	15,684	16,495
SUDBURY ESCR	2	15,873	16,477
WATERLOO ESCR	5	15,969	16,460
HORNEPAYNE	2	15,814	16,456
WELLINGTON ESCR	5	15,825	16,448
LAMBTON	4	15,633	16,437
BRUCE	5	15,800	16,433
COCHRANE - IROQUOIS FALLS	3	15,530	16,379
STORMONT, DUNDAS & GLENGARRY	10	15,822	16,355
LAKE SUPERIOR	1	15,270	16,367
PERTH	5	15,653	16,332
PARRY SOUND EST	3	15,427	16,327
FT. FRANCIS - RAINY RIVER	1	15,790	16,317
OXFORD	5	15,368	16,316
TIMISKAMING	3	15,854	16,292
HALTON ESCR	7	15,217	16,287
LAMBTON ESCR	4	15,632	16,226
CARLETON ESCR	10	15,338	16,188
FRONTENAC	9	14,964	16,168
LENNOX & ADDINGTON	9	15,674	16,141
KENT ESCR	4	15,223	16,140
SIMCOE ESCR	7	15,597	16,089
DUFFERIN	7	15,175	16,084
RENFREW ESCR	10	15,753	16,061
CHAPLEAU	2	15,494	16,045
HEARST	3	15,495	15,946
PETERBOROUGH ETC ESCR	9	15,537	15,926
PRINCE EDWARD	9	15,630	15,891
NORTH SHORE ESCR	2	15,322	15,887
ATIKOKAN NO. 1 ESCR	1	15,454	15,884
HALIBURTON	7	15,318	15,754
HURON - PERTH ESCR	5	15,244	15,741
MANITOULIN	2	15,152	15,665
KIRKLAND LAKE ESCR	3	15,247	15,635
HASTINGS - PRINCE EDWARD ESCR	9	15,210	15,613
HALDIMAND	6	15,050	15,612
YORK COUNTY ESCR	7	14,901	15,575
VICTORIA	7	14,721	15,546
LONDON - MIDDLESEX ESCR	4	15,043	15,503
RED LAKE	1	15,107	15,419
MICHIPICOTEN	2	14,841	15,401
NORD DU SUPERIEUR ESCR	1	14,934	15,359
BRANT ESCR	5	15,089	15,343
STORMONT, DUNDAS & GLENGARRY ESCR	10	14,852	15,310
PRESCOTT & RUSSELL	10	14,645	15,304
PRESCOTT & RUSSELL ESCR	10	14,831	15,298
OXFORD ESCR	5	14,679	15,269
ESPANOLA	2	14,435	15,230
HALDIMAND - NORFOLK	6	14,143	15,222
BRUCE - GREY ESCR	5	14,503	15,213
HEARST ESCR	3	14,746	15,141
TIMMINS ESCR	3	14,493	15,066
ELGIN ESCR	4	14,647	14,983
GERALDTON ESCR	1	14,573	14,864
MICHIPICOTEN ESCR	2	14,226	14,765
COCHRANE - IROQUOIS FALLS ESCR	3	14,575	14,684
LANARK - LEEDS & GRENVILLE ESCR	9	14,626	14,365
TIMISKAMING ESCR	3	13,977	14,322
CHAPLEAU, PANET ESCR	2	12,626	12,647
WINDSOR	4	-	-

Source: Base de salaires des enseignants. Ministère de l'éducation.

TABLEAU 6.13

SALAIRES TOTAUX MOYENS ET SALAIRES MOYENS DES GRILLES DES ENSEIGNANTS DU SECONDAIRE EN ONTARIO PAR REGION ET CONSEIL, 1976-77

	Salaires moyens des grilles	Salaires totaux moyens
REGION 1		
Atikokan	22,036	23,423
Kenora	20,700	22,211
Lakehead	21,064	21,898
Ft. Francis-R.R.	20,451	21,349
Geraldton	20,427	21,262
Dryden	19,567	20,634
Nipigon-Red Rock	18,580	20,347
Lac Supérieur	18,118	19,371
Red Lake	18,257	19,291
REGION 2		
Espanola	20,680	21,723
Sault Ste. Marie	20,767	21,541
North Shore	19,662	21,541
Sudbury	19,416	20,804
Algoma Centre	19,363	20,768
Manitoulin	20,032	20,706
Chapleau	19,051	20,384
Michipicoten	18,715	20,234
Hornepayne	17,630	18,986
REGION 3		
Nipissing	21,464	22,549
West Parry Sound	21,092	21,824
Kirkland Lake	20,370	21,338
Muskoka	21,145	20,973
Timmins	19,752	20,651
Timiskaming	19,695	20,969
Kapuskasing	19,161	20,549
Cochrane-Iroquois Falls	18,869	19,837
East Parry Sound	18,383	19,321
Hearst	16,657	17,621
REGION 4		
Windsor	20,745	22,045
London	20,725	21,848
Huron	19,704	21,549
Kent	19,955	21,009
Middlesex	19,627	20,880
Essex*	19,649	20,478
Elgin	19,432	20,358
Lambton	19,046	20,122
REGION 5		
Grey	20,458	23,109
Waterloo	21,492	23,088
Wellington	20,013	21,393
Oxford	20,275	21,380
Brant*	20,271	21,147
Bruce	20,075	21,113
Perth	19,987	20,928
REGION 6		
Lincoln	21,860	22,752
Hamilton	21,207	22,307
Norfolk	20,952	21,944
Wentworth	20,179	21,362
Niagara South	19,687	20,913
Haldimand	19,327	20,380
REGION 7		
Toronto	21,230	22,477
North York	20,838	22,295
Etobicoke	21,002	22,292
Simcoe	21,316	22,227
East York	20,281	22,191
York	20,626	22,139
Scarborough	20,564	21,855
York County	20,724	21,718
Durham	20,682	21,664
Peel	20,640	21,503
Halton	20,308	21,399
Victoria	20,060	21,285
Dufferin	19,686	20,727
Haliburton	17.890	18,856
REGION 9		
Leeds & Greenville	20,837	22,092
Peterborough	20,818	21,478
Lennox & Addington	20,540	21,331
Northumberland & New Castle	19,844	20,913
Prince Edward	19,556	20,822
Frontenac	20,020	20,525
Hastings	18,850	20,163
REGION 10		
Ottawa*	22,425	24,291
Carleton	22,274	24,028
Renfrew	20,272	21,450
Stormont, Dundas & Glengarry*	20,358	21,002
Lanark	19,886	20,845
Prescott & Russell	19,098	19,838

* Sujet à l'approbation de la CAI

Source: Base de données des enseignants. Ministère de l'éducation.

TABLEAU 6.14

SALAIRES TOTAUX MOYENS ET SALAIRES MOYENS DES GRILLES POUR DES ENSEIGNANTS DU SECONDAIRE EN ONTARIO, PAR ORDRE DECROISSANT, PAR CONSEIL. 1976-77

CONSEIL	REGION	SALAIRES MOYENS DES GRILLES	SALAIRES TOTAUX MOYENS
OTTAWA*	10	22,425	24,291
CARLETON	10	22,274	24,028
ATIKOKAN	1	22,036	23,423
GREY	5	20,458	23,109
WATERLOO	5	21,492	23,088
LINCOLN	6	21,860	22,752
NIPISSING	3	21,464	22,549
TORONTO	7	21,230	22,477
HAMILTON	6	21,207	22,307
NORTH YORK	7	20,838	22,295
ETOBICOKE	7	21,002	22,292
SIMCOE	7	21,316	22,227
KENORA	1	20,700	22,211
EAST YORK	7	20,281	22,191
YORK	7	20,626	22,139
LEEDS & GRENVILLE	9	20,837	22,092
WINDSOR	4	20,745	22,045
NORFOLK	6	20,952	21,944
LAKEHEAD	1	21,064	21,898
SCARBOROUGH	7	20,564	21,855
LONDON	4	20,725	21,848
PARRY SOUND OUEST	3	21,092	21,824
ESPANOLA	2	20,680	21,723
YORK COUNTY	7	20,724	21,718
DURHAM	7	20,682	21,664
HURON	4	19,704	21,549
SAULT STE. MARIE	2	20,767	21,541
NORTH SHORE	2	19,662	21,541
PEEL	7	20,640	21,503
PETERBOROUGH	9	20,818	21,478
RENFREW	10	20,272	21,458
HALTON	7	20,308	21,399
WELLINGTON	5	20,013	21,393
OXFORD	5	20,275	21,380
WENTWORTH	6	20,179	21,362
FT. FRANCES-RAINY RIVER	1	20,451	21,349
KIRKLAND LAKE	3	20,370	21,338
LENNOX & ADDINGTON	9	20,540	21,331
VICTORIA	7	20,060	21,285
GERALDTON	1	20,427	21,262
BRANT*	5	20,271	21,147
BRUCE	5	20,075	21,115
KENT	4	19,955	21,079
STORMONT, DUNDAS & GLENGARRY*	10	20,358	21,[illegible]
MUSKOKA	3	20,145	20,973
TIMISKAMING	3	19,695	20,969
PERTH	5	19,987	20,928
NORTHUMBERLAND & NEWCASTLE	9	19,844	20,913
NIAGARA SUD	6	19,687	20,913
MIDDLESEX	4	19,627	20,880
LANARK	10	19,886	20,845
PRINCE EDWARD	9	19,556	20,822
SUDBURY	2	19,416	20,804
ALGOMA CENTRE	2	19,363	20,768
DUFFERIN	7	19,686	20,727
MANITOULIN	2	20,032	20,706
TIMMINS	3	19,752	20,651
DRYDEN	1	19,567	20,634
KAPUSKASING	3	19,161	20,549
FRONTENAC	9	20,020	20,525
ESSEX*	4	19,649	20,478
CHAPLEAU	2	19,051	20,384
HALDIMAND	6	19,327	20,380
ELGIN	4	19,432	20,358
NIPIGON-RED ROCK	1	18,580	20,347
MICHIPICOTEN	2	18,715	20,234
HASTINGS	9	18,850	20,163
LAMBTON	4	19,046	20,122
PRESCOTT & RUSSELL	10	19,098	19,838
COCHRANE-IROQUOIS FALLS	3	18,869	19,837
LAC SUPERIEUR	1	18,118	19,371
PARRY SOUND EST	3	18,383	19,321
RED LAKE	1	18,257	19,291
HORNEPAYNE	2	17,630	18,986
HALIBURTON	7	17,890	18,856
HEARST	3	16,657	17,621

* Sujet à l'approbation de CAI.

Source: Base de salaires des enseignants. Ministère de l'éducation.

TABLEAU 6.15

SALAIRES MOYENS DES ENSEIGNANTS DE L'ELEMENTAIRE PAR REGION, 1970-71 A 1976-77

ANNEE	REGIONS											PROVINCIAL TOTAL
	1	2	3	4	5	6	7*	9	10	1-10*	Toronto Métro	
1970	7,928	7,861	7,837	7,802	7,693	7,866	7,875	7,531	7,708	7,783	8,208	7,888
1971	8,077	8,527	7,930	8,291	7,953	8,250	8,343	7,791	8,196	8,179	8,764	8,336
1972	8,897	9,292	8,483	9,057	8,519	8,715	8,858	8,304	8,476	8,770	9,345	8,962
1973	9,621	9,904	9,416	9,570	9,298	9,829	9,606	9,169	9,779	9,571	10,513	9,823
1974	11,492	11,353	11,616	11,418	10,912	11,643	11,073	10,908	11,682	11,319	11,285	11,311
1975	14,243	14,094	13,816	14,546	13,905	14,185	14,289	13,704	13,846	14,114	15,220	14,372
1976	16,429	16,133	15,836	16,208	15,851	16,411	16,318	15,739	16,519	16,200	17,003	16,391

Note: Les salaires moyens payés aux enseignants de l'élémentaire représentent la base de la grille sans compter les primes (et les salaires) payés aux enseignants (et principaux) qui ne sont pas sur la grille ordinaire.

* N'inclut pas le Toronto Métropolitain.

Source: Pour les années 1970-71 à 1973-74, tiré des programmes de salaires publiés par l'Association des Commissaires d'écoles de l'Ontario. Base -- Ministère de l'éducation.

958

959

TABLEAU 6.16

SALAIRES MOYENS DES ENSEIGNANTS DU SECONDAIRE PAR REGION 1966/67 A 1967/77

ANNEE	REGIONS											TOTAL PROVINCIAL
	1	2	3	4	5	6	7*	9	10	1-10*	Toronto Métro	
1966	7,994	8,011	8,190	8,210	7,982	8,039	8,335	7,809	7,815	8,063	8,631	8,208
1967	8,953	9,022	9,228	9,205	9,005	9,002	9,316	8,843	8,815	9,065	9,728	9,230
1968	9,530	9,523	9,766	9,757	9,554	9,559	9,781	9,437	9,326	9,595	10,054	9,711
1969	10,175	10,325	10,450	10,332	10,268	10,318	10,516	10,028	10,025	10,283	10,849	10,420
1970	10,668	11,094	11,182	11,100	11,091	11,184	11,304	10,821	10,923	11,084	11,807	11,258
1971	11,607	11,739	11,582	11,712	11,665	11,960	11,921	11,405	11,449	11,708	12,431	11,887
1972	12,276	12,519	12,329	12,269	12,467	12,704	12,779	12,001	12,490	12,477	13,605	12,755
1973	12,916	13,318	13,151	13,016	13,291	13,670	13,463	12,564	13,054	13,217	14,420	13,508
1974	14,416	14,978	14,793	14,558	14,996	15,444	15,483	14,858	15,396	15,095	15,911	15,300
1975	16,719	16,124	17,250	17,503	17,728	18,747	17,630	17,291	18,416	17,693	16,032	17,319
1976	20,391	18,986	20,680	20,331	20,134	21,013	20,703	18,864	21,949	20,489	21,592	20,714

Note: Les salaires moyens des enseignants du secondaire sont les salaires y compris les primes. La plupart des salaires sont les salaires en septembre. Dans beaucoup de cas, les enseignants sont augmentés au courant de la deuxième partie de l'année scolaire. De plus, en 1975-76, plusieurs conseils (dont celui de Toronto) n'avaient pas encore signé de convention salariale lorsque l'enquête était menée et les salaires rapportés étaient ceux de 1974/1975.

* N'inclut pas le Toronto Métropolitain.

Source: Dossiers annuels informatisés de l'OSSTF.

960

961

TABLEAU 6.17

ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO - RESPONSABILITE PAR AGE ET SEXE 1976-77

AGE	HOMMES						FEMMES					
	Princ. 1	Vice-Princ. 2	Ens. 3	Autre 4	Chef de Dép. 5	Total	Princ. 1	Vice-Princ. 2	Ens. 3	Autre 4	Chef de Dép. 5	Total
24 ou moins	0	0	585	29	0	614	0	0	3,463	230	2	3,695
25 à 29	73	83	5,166	287	48	5,657	14	18	12,966	1,049	25	14,072
30 à 34	430	393	3,641	276	173	4,913	35	44	6,033	920	58	7,090
35 à 39	1,013	412	1,415	183	124	3,147	70	52	3,925	696	37	4,780
40 à 44	647	151	591	75	60	1,524	84	45	2,478	483	26	3,116
45 à 49	464	64	308	44	33	913	88	33	1,894	402	33	2,450
50 à 54	236	36	179	25	18	494	82	25	1,304	311	25	1,747
55 à 59	90	6	95	17	5	213	55	14	800	209	14	1,092
60 à 64	23	7	43	12	3	88	30	6	494	126	15	671
65 ou plus	0	2	3	0	0	5	3	0	13	3	0	19
Total	2,976	1,154	12,026	948	464	17,568	461	237	33,370	4,429	235	38,732

Source: Dossier d'information sur les enseignants. Ministère de l'éducation.

TABLEAU 6.18

ENSEIGNANTS DU SECONDAIRE EN ONTARIO - RESPONSABILITE PAR AGE 1976-77

AGE	HOMMES									TOTAL
	Princ.	Vice-Princ.	Co-ord.	Direct.	Chef de dép.	Chef de dép. ass.	Directeur de sujet	Maître	Enseignant	
24 ou moins	0	0	0	0	1	0	0	0	166	167
25 à 29	0	0	4	2	81	79	18	0	2,275	2,459
30 à 34	5	43	31	27	719	618	68	1	3,953	5,465
35 à 39	71	239	47	75	1,261	575	86	1	2,635	4,990
40 à 44	125	201	44	116	901	327	48	5	1,770	3,537
45 à 49	149	109	40	105	652	243	44	2	1,280	2,624
50 à 54	129	95	26	94	436	139	22	1	932	1,874
55 à 59	66	44	16	48	260	82	14	0	566	1,096
60 à 64	27	17	9	17	112	39	6	0	225	452
65 ou plus	0	0	0	0	4	0	0	0	13	17
Total	572	748	217	484	4,427	2,102	306	10	13,815	22,681

AGE	FEMMES									TOTAL
	Princ.	Vice-Princ.	Co-ord.	Direct.	Chef de dép.	Chef de dép. ass.	Directrice de sujet	Maîtresse	Enseignante	
24 ou moins	0	0	0	0	0	1	2	0	305	308
25 à 29	0	0	4	0	128	120	31	0	2,166	2,449
30 à 34	0	3	9	0	269	177	27	1	1,685	2,171
35 à 39	0	1	11	4	163	82	14	1	770	1,048
40 à 44	3	9	8	8	121	68	18	1	604	840
45 à 49	3	11	2	8	128	62	15	0	565	794
50 à 54	1	4	3	5	110	50	15	1	448	637
55 à 59	3	8	3	3	96	4	4	1	312	434
60 à 64	2	3	4	4	51	4	4	1	165	238
65 ou plus	0	0	0	0	3	0	0	0	13	16
Total	12	41	44	32	1,069	568	130	6	7,033	8,935

Source: Dossiers annuels informatisés de l'OSSTF.

Pour les autres caractéristiques, seuls des résumés récapitulatifs seront donnés à ce stade, bien que l'on trouvera plus de détails à l'annexe statistique. Le résumé général pour l'année 1976 a été condensé en deux tableaux, les tableaux 6.19 et 6.20, par âge moyen, expérience et qualifications, et pour les écoles primaires et les écoles secondaires respectivement. Bien entendu, les chiffres varient beaucoup d'un conseil à l'autre à l'intérieur de chaque région, mais ces études approfondies ont été laissées pour l'annexe statistique. La similarité entre les régions est remarquable lorsque l'on considère ces moyennes, ce qui m'avait surpris quelque peu, bien que j'aurais dû m'y attendre étant donné que le système provincial s'est en quelque sorte développé comme un ensemble.

Pour donner une petite idée des changements récents dans ces caractéristiques entre 1966 et 1976 pour le secondaire et entre 1970 et 1976 pour l'élémentaire, j'ai dressé les tableaux 6.21 et 6.22 de la même façon pour qu'apparaissent les changements réels. Les changements de salaires qui sont intervenus pendant cette période sont si grands cependant, que le tableau 6.23 les reprend séparément pour les mêmes périodes en indiquant les pourcentages. Une étude spéciale des salaires a été commanditée et sera présentée séparément; mais les résultats essentiels sont présentés au dernier chapitre sur les coûts de l'éducation. Etant donné l'inflation galopante et les augmentations de salaires dans les autres secteurs, ces grosses augmentations du salaire des enseignants ne sont pas démesurées. Mais toutes ces "vagues" se propagent ensemble -- des enseignants plus âgés, avec plus d'expérience et de qualifications, recevant des salaires plus élevés. Le retard dans les augmentations de salaire, si retard il y a, ce qui n'est pas évident, n'est certainement pas énorme.

TABLEAU 6.19

CARACTERISTIQUES DES ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO, AGE MOYEN, CATEGORIE DE QUALIFICATION MOYENNE ET EXPERIENCE MOYENNE EN ANNEES, PAR REGION, 1976-77

REGION	AGE MOYEN	CATEGORIE DE QUALIFICATION MOYENNE.	EXPERIENCE MOYENNE
1	34.0	3.9	9.5
2	33.8	3.6	10.3
3	34.2	3.5	10.2
4	33.7	4.1	9.6
5	33.4	4.0	9.3
6	33.7	3.9	9.7
7	33.3	3.8	8.9
Métro exclu			
9	35.0	3.6	10.7
10	34.4	3.7	10.6
1-10	33.8	3.8	9.7
Metro	33.3	4.2	8.7
Prov.	33.7	3.9	9.5

Source: Dossiers d'information sur les enseignants de l'élémentaire. Ministère de l'éducation

TABLEAU 6.20

CARACTERISTIQUES DES ENSEIGNANTS DU SECONDAIRE EN ONTARIO: AGE MOYEN, CATEGORIE DE QUALIFICATION MOYENNE ET EXPERIENCE MOYENNE EN ANNEES PAR REGION, 1976-1977

REGION	AGE MOYEN	CATEGORIE DE QUALIFICATION MOYENNE	EXPERIENCE MOYENNE
1	38.0	3.1	8.5
2	37.5	3.2	8.6
3	38.7	3.1	9.1
4	38.5	3.2	9.1
5	38.8	3.3	9.7
6	39.2	3.2	9.8
7	38.0	3.3	8.3
Métro exclu			
9	38.7	3.1	9.1
10	38.9	3.1	9.1
1-10	38.5	3.2	9.0
Metro	38.4	3.2	8.4
Prov.	38.5	3.2	8.9

Source: Dossiers annuels informatisés de l'OSSTF.

TABLEAU 6.21

ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO: CHANGEMENT DANS LES CATEGORIES DE QUALIFICATION ET L'EXPERIENCE MOYENNE, 1970-71 A 1976-77

REGION	CATEGORIE DE QUALIFICATIONS MOYENNES			EXPERIENCE MOYENNE*		
	1970-71	1976-77	CHANGEMENTS	1970-71	1976-77	CHANGEMENTS
1	2.0	3.9	1.9	8.0	9.5	1.5
2	1.9	3.6	1.7	7.8	10.3	2.5
3	1.8	3.5	1.7	8.4	10.2	1.8
4	2.2	4.1	1.9	8.5	9.6	1.1
5	2.1	4.0	1.9	8.4	9.3	0.9
6	2.4	3.9	1.5	8.3	9.7	1.4
7 Métro exclu	2.0	3.8	1.8	8.1	8.9	0.8
9	1.9	3.6	1.7	9.0	10.7	1.7
10	2.1	3.7	1.6	8.3	10.6	2.3
1-10	1.9	3.8	1.9	8.3	9.7	1.4
Metro	2.4	4.2	1.8	7.4	8.7	1.3
Prov.	2.1	3.9	1.8	8.1	9.5	1.4

* En 1970-71, la plupart des conseils rapportaient l'expérience jusqu'à un maximum de 16 ans. Les données étaient ensuite ajustées pour pouvoir être comparées aux données de 1976-77 qui se rapportent à l'expérience réelle en nombre d'années.

Source: Dossiers d'information sur les enseignants de l'élémentaire. Ministère de l'éducation.

TABLEAU 6.22

ENSEIGNANTS DU SECONDAIRE EN ONTARIO: CHANGEMENTS D'AGE MOYEN, DE CATEGORIE MOYENNE DE QUALIFICATION ET D'EXPERIENCE MOYENNE, 1970-71 A 1976-77

REGION	Age moyen		Change-ment	Catégorie moyenne de qualification		Change-ment	Expérience moyenne		Change-ment
	1966-67	1976-77		1966-67	1976-77		1966-67	1976-77	
1	35.0	38.0	3.0	2.2	3.1	0.9	4.8	8.5	3.7
2	34.2	37.5	3.3	2.3	3.2	0.9	4.9	8.6	3.7
3	36.3	38.7	2.4	2.3	3.1	0.8	5.8	9.1	3.3
4	36.0	38.5	2.5	2.5	3.2	0.7	6.5	9.1	2.6
5	36.0	38.8	2.8	2.6	3.3	0.7	6.5	9.7	3.2
6	35.8	39.2	3.4	2.5	3.2	0.7	6.1	9.8	3.7
7 *	36.4	38.0	1.6	2.6	3.3	0.7	6.3	8.3	2.0
9	36.3	38.7	2.4	2.4	3.1	0.7	5.9	9.1	3.2
10	35.2	38.9	3.7	2.1	3.1	1.0	5.5	9.1	3.6
1-10 *	35.8	38.5	2.7	2.4	3.2	0.8	6.0	9.0	3.0
Metro	35.5	38.4	2.9	2.6	3.2	0.6	6.1	8.4	2.3
Prov.	35.7	38.5	2.8	2.5	3.2	0.7	6.0	8.9	2.9

* Toronto Métropolitain exclu.

Source: Dossiers annuels informatisés de l'OSSTF.

TABLEAU 6.23

ENSEIGNANTS DE L'ELEMENTAIRE ET DU SECONDAIRE EN ONTARIO,
CHANGEMENTS DANS LES SALAIRES MOYENS, 1970-71 A 1976-77
POUR L'ELEMENTAIRE, ET 1966-67 A 1976-77 POUR LE SECONDAIRE

REGION	SALAIRES MOYENS DE L'ELEMENTAIRE[1]			SALAIRES MOYENS DU SECONDAIRE[2]		
	1970-71	1976-77	CHANGEMENT EN %	1966-67	1976-77	CHANGEMENT EN %
1	7,928	16,429	107.2	7,994	20,391	155.1
2	7,861	16,133	105.2	8,011	18,986	137.0
3	7,837	15,836	102.1	8,190	20,680	152.5
4	7,802	16,208	107.7	8,210	20,331	147.6
5	7,69[illegible]	15,851	106.0	7,982	20,134	152.2
6	7,866	16,411	108.6	8,039	21,013	161.4
7*	7,875	16,318	107.2	8,335	20,703	148.4
9	7,531	157,39	109.0	7,809	18,864	141.6
10	7,708	16,519	114.3	7,815	21,949	180.9
1-10*	7,783	16,200	108.1	8,063	20,489	154.1
Metro	8,208	17,003	107.2	8,631	21,592	150.2
Prov.	7,888	16,391	107.8	8,208	20,714	152.4

[1] Sur la grille des salaires (primes exclues)

[2] Salaires totaux (primes incluses)

* Toronto Métro exclu

Source: Dossiers sur les enseignants de l'élémentaire, Ministère de l'éducation.
Dossiers annuels informatisés de l'OSSTF.

Avant de conclure cette section sur les caractéristiques et de passer à la formation des enseignants, il faut bien considérer, au risque de se répéter, ce qui attend ces jeunes enseignants à leur retraite. Pour ce faire, on peut garder la "clause 90" à l'esprit (nombre d'années de service plus âge) ou la règle plus commune de sortie-à-65-ans. D'ailleurs, ce petit détour introduira pour nous certains problèmes auxquels nous devrons faire face lorsque nous aborderons les programmes de retraite des enseignants et toute variante possible telle que le programme d'encouragement à la retraite anticipée. Encore une fois, nous n'entrerons pas dans les détails à ce stade car il suffira d'un coup d'oeil rapide pour découvrir l'importance des problèmes qui nous attendent lorsque dans un premier temps, peu d'enseignants atteindront l'âge de la retraite et dans un deuxième temps, dans une période de 10 ans au plus, un grand nombre d'entre eux iront puiser dans les fonds de la caisse des retraites.

J'indique, pour les enseignants d'écoles primaires, les pourcentages, et leurs sommes, d'hommes et de femmes qui peuvent prendre leur retraite selon la règle 65 (tableau 6.24) et selon la règle 65 + 90 (c'est-à-dire retraite à 65 ans ou à la somme de l'âge et du nombre d'années de service, selon ce qui arrive en premier. Tableau 6.25). Ces chiffres correspondent à des périodes de 5 ans allant jusqu'à 2010. On remarque que le pourcentage de ceux qui peuvent prendre leur retraite en l'an 2000 selon la règle 65 est faible comparé à celui de la règle 65 + 90. La différence entre hommes et femmes est aussi appréciable, mais la règle 65 + 90 entraînerait des pourcentages de retraites plus élevés de toute manière tous les enseignants en l'an 2010 selon ce dernier système, mais à peine la moitié d'entre eux selon la règle 65. Il y aura bien sûr des intérêts divergents en jeu entre ceux qui pensent d'abord au bon fonctionnement de la caisse des retraites et ceux qui préfèrent donner

TABLEAU 6.24

PERIODE ESTIMEE DE RETRAITE POUR LES ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO A 65 ANS, PAR SEXE ET POURCENTAGE DU TOTAL DES ENSEIGNANTS, 1976-77

ANNEES	HOMMES		FEMMES		TOTAL	
	%	% ACC.	%	% ACC.	%	% ACC.
1976-80	0.3	0.3	1.1	1.1	0.9	0.9
1981-85	1.0	1.3	2.6	3.7	2.0	2.9
1986-90	2.3	3.6	4.1	7.8	3.6	6.5
1991-95	4.5	8.1	5.6	13.4	5.3	11.8
1996-00	7.6	15.7	7.5	20.9	7.5	19.3
2001-05	14.5	30.2	11.2	32.1	12.2	31.5
2006-10	24.7	54.9	15.6	47.7	18.4	49.9

Source: Dossiers sur les enseignants de l'élémentaire. Ministère de l'éducation.

TABLEAU 6.25

PERIODE ESTIMEE DE RETRAITE POUR LES ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO A 65 ANS OU SUR LA BASE EXPERIENCE PLUS AGE EGALE 90 SELON CE QUI ADVIENT EN PREMIER, PAR SEXE ET POURCENTAGE DU TOTAL DES ENSEIGNANTS, 1976-77

ANNEES	HOMMES		FEMMES		TOTAL	
	%	% ACC.	%	% ACC.	%	% ACC.
1976-80	1.6	1.6	3.5	3.5	2.9	2.9
1981-85	3.7	5.3	4.3	7.8	4.2	7.1
1986-90	6.3	11.6	6.6	14.4	6.4	13.5
1991-95	12.9	24.5	10.5	24.9	11.3	24.8
1996-00	21.2	45.7	16.6	41.5	18.0	42.8
2001-05	33.1	78.8	31.1	72.6	31.7	74.5
2006-10	21.1	99.9	27.0	99.6	25.2	99.7

Source: Dossiers sur les enseignants de l'élémentaire. Ministère de l'éducation.

les retraites le plus tôt possible pour faire de la place aux jeunes enseignants.

Des tableaux similaires, tableaux 6.26 et 6.27, ont été dressés pour les enseignants d'écoles secondaires, et révèlent des différences manifestes. Les hommes ont un avantage net selon les deux systèmes de prise de retraite et surtout selon la règle 65. De plus, un pourcentage plus élevé de retraites est possible dans un avenir plus proche que dans le cas des écoles primaires. Beaucoup de lecteurs ne seront pas surpris de constater les différences dans les possibilités de retraite lorsqu'ils se rappelleront le nombre de jeunes enseignants mal préparés que nous avons poussés dans les écoles primaires (qui sème le vent récolte la tempête). Pour ce qui concerne la demande d'enseignants, cependant, les retraites n'auront pas d'effet bénéfique à l'élémentaire ni au secondaire avant le milieu des années 90 au mieux dans le cas du premier groupe et vers les années 2000 pour le dernier. Il reste donc bien des années à "suer" durant le prochain quart de siècle avant que la "vague" des enseignants, recrutés pour s'occuper des enfants de l'explosion démographique ne dépasse le système scolaire. Pour les élèves comme pour les enseignants, il y aura véritablement deux crêtes suivies par deux grands creux à moins qu'une bonne partie des enseignants d'aujourd'hui soient considérés comme étant en surplus ou redondants dans les années à venir. Cela revient presque à dire "pile, tous le monde perd et face, personne ne gagne."

Marché de l'emploi pour les enseignants durant les dernières années

Après avoir étudié le contingent actuel des enseignants, regardons d'un oeil critique l'offre et la demande d'enseignants diplômés, en commençant par le peu d'information que l'on a sur ceux de la promotion de 1970 qui n'ont pas pu obtenir ni garder d'emploi dans les systèmes scolaires à financement public.

TABLEAU 6.26

PERIODE ESTIMEE DE RETRAITE POUR LES ENSEIGNANTS DU SECONDAIRE EN ONTARIO A 65 ANS, PAR SEXE ET POURCENTAGE DU TOTAL DES ENSEIGNANTS EN 1976-77

ANNEES	Hommes		Femmes		TOTAL	
	%	% Acc.	%	% Acc.	%	% Acc.
1976-80	1.3	1.3	1.9	1.9	1.5	1.5
1981-85	3.9	5.2	4.5	6.4	4.0	5.5
1986-90	7.6	12.8	6.7	13.1	7.4	12.9
1991-95	10.3	23.1	8.3	21.4	9.7	22.6
1996-00	14.1	37.2	8.5	29.9	12.5	35.1
2001-05	20.6	57.8	11.2	41.1	17.8	52.9
2006-10	24.5	82.3	20.3	61.4	23.2	76.1

Source: Dossiers annuels informatisés de l'OSSTS.

TABLEAU 6.27

PERIODE ESTIMEE DE RETRAITE POUR LES ENSEIGNANTS DU SECONDAIRE EN ONTARIO A 65 ANS OU SUR LA BASE EXPERIENCE PLUS AGE EGALE 90 SELON CE QUI ADVIENT EN PREMIER, PAR SEXE ET POURCENTAGE DES ENSEIGNANTS EN 1976-77

ANNEES	Hommes		Femmes		TOTAL	
	%	% Acc.	%	% Acc.	%	% Acc.
1976-80	3.0	3.0	3.2	3.2	3.0	3.0
1981-85	5.7	8.7	5.3	8.5	5.7	8.7
1986-90	11.3	20.0	8.5	17.0	10.4	19.1
1991-95	19.5	39.5	11.7	28.7	17.2	36.3
1996-00	28.3	67.8	18.2	46.9	25.3	61.6
1901-05	24.3	92.1	33.5	81.4	27.4	85.0
2006-10	7.9	100.0	18.5	99.9	10.9	99.9

Source: Dossiers annuels informatisés de l'OSSTF.

Nos tentatives pour trouver la trace de ces gens-là ont butté sur de gros problèmes depuis les obstacles de la bureaucratie jusqu'à la paucité incroyable d'information dans les établissements de formation d'enseignants. Il me faut vite ajouter que les employés de ces établissements ne demandaient pas mieux que de nous venir en aide sur la base de contrats de recherche, mais il est impossible de faire des miracles avec des dossiers incomplets. La plupart des institutions semblaient trouver satisraisant de clore un dossier une fois que l'étudiant recevait son parchemin ou échouait. Un petit nombre d'établissements ont tenté de faire eux-mêmes des études longitudinales de leurs diplômés, études limitées à cause des grandes restrictions budgétaires. Je ne parviens franchement pas à comprendre cette attitude et l'on ne me fera jamais dire d'elle qu'elle est sage. Les autorités de ces établissements devraient suivre attentivement ce qu'il advient de leurs diplômés et s'informer des raisons de leur réussite ou de leur échec après qu'ils aient quitté les murs tapissés de lierre, ne serait-ce que pour améliorer leurs programmes et assurer ainsi la survie de leurs propres institutions. Une connaissance détaillée s'impose à ce stade; celle des autres catégories d'emplois, dont on jugera aussi si elles conviennent, que peuvent considérer les diplômés qui n'ont pas réussi à trouver de poste d'enseignant.

Les données de "base" nous manquent lamentablement mais nous savons tout de même qu'un bon nombre d'étudiants s'aperçoivent, avant la fin de leur année pédagogique, qu'ils ne sont pas faits pour enseigner toute leur vie et ne tentent même pas d'enseigner ou de faire une demande de poste d'enseignant même s'ils obtiennent leurs diplômes. Un plus grand nombre encore décident, après une année ou deux dans une salle de classe qu'ils ne supportent pas la "chaleur de la cuisine" et préfèrent aller vivre dans un climat plus "tempéré".

(Voir tableaux 6.28 à 6.30.) Ces tableaux indiquent qu'il y a moins de dix ans, de tous ceux, pleins d'idéaux et poussés par l'ignorance de soi et de la condition de l'enseignant, qui entreprenaient leur carrière d'enseignant, la moitié ne passaient pas le cap des deux ans dans l'enseignement. Il en découle que la formation des enseignants coûte chère au contribuable aussi bien qu'à l'ex-futur-enseignant, et cela peut surtout se traduire par des moments difficiles pour l'élève que la loi oblige d'aller à l'école en n'ayant rien à redire sur l'enseignement ni l'enseignant. Et dans cette période difficile de baisse des effectifs scolaires, deux autres catégories viennent gonfler les rangs des gens malheureux: l'enseignant redondant, qualifié et bien vu, qui essaie avant tout de réintégrer le métier d'enseignant, puis le jeune et nouvel enseignant dont le plus grand désir est d'enseigner dans les écoles mais qui ne parvient pas à obtenir un poste (ou du moins un poste dans une région ou même dans une école qui l'intéresse). Cette "réserve" d'enseignants en puissance devient chaque jour plus importante, mais nous ne savons rien de leur nombre ni de leurs activités (si activité il y a). Ont-ils trouvé un travail pour lequel leur formation les a aidés directement ou indirectement ou est-ce que tout cela était du temps perdu très cher. Il est évident que cette information est essentielle si l'on tient à faire du programme de formation d'enseignants plus qu'une simple année préliminaire à l'enseignement. (On décerne une certaine évolution vers le perfectionnement professionnel qui reste cependant d'une lenteur incroyable étant donné les demandes et les pressions.) Dans un rapport à venir sur l'offre et la demande d'enseignants, nous étudierons les développements de carrières, pour autant qu'ils soient connus, des diplômés de chacun des établissements de formation d'enseignants, mais il peut être utile, à ce stade, de récapituler ce que nous savons sur les diplômés de chaque établissement et dans la province en général, de 1972 à

TABLEAU 6.28

NOUVEAUX RECRUTEMENTS D'HOMMES EN SEPTEMBRE DE CHAQUE ANNEE ET DEPARTS JUSQU'EN 1976-77

ANNEE	RESERVE	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	ENCORE EMPLOYES
1966	2,722	367	207	174	96	85	48	48	38	39	41	1,579
	100.0	13.5	7.6	6.4	3.5	3.1	1.8	1.8	1.4	1.4	1.5	58.0
1967	3,027		427	247	148	123	60	55	59	43	55	1,810
	100.0		14.1	8.2	4.9	4.1	2.0	1.8	1.9	1.4	1.8	59.8
1968	2,908			380	244	144	79	64	67	56	54	1,820
	100.0			13.1	8.4	5.0	2.7	2.2	2.3	1.9	1.9	62.6
1969	2,764				504	308	115	100	73	60	65	1,539
	100.0				18.2	11.1	4.2	3.6	2.6	2.2	2.4	55.7
1970	1,947					507	100	81	54	58	45	1,102
	100.0					26.0	5.1	4.2	2.8	3.0	2.3	56.6
1971	1,608						167	126	97	50	47	1,121
	100.0						10.4	7.8	6.0	3.1	2.9	69.7
1972	1,185							146	73	55	51	860
	100.0							12.3	6.2	4.6	4.3	72.6
1973	912								102	53	38	719
	100.0								11.2	5.8	4.2	78.8
1974	1,092									124	96	872
	100.0									11.4	8.8	79.9
1975	1,208										199	1,009
	100.0										16.5	83.5
1976	1,144											1,144
	100.0											100.0

Source: Dossiers annuels informatisés de l'OSSTF.

TABLEAU 6.29

NOUVEAUX RECRUTEMENTS DE FEMMES EN SEPTEMBRE DE CHAQUE ANNEE ET DEPARTS JUSQU'EN 1976-1977

ANNEE	RESERVE	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	ENCORE EMPLOYES
1966	2,015	548	357	271	123	100	61	53	41	26	36	399
	100.0	27.2	17.7	13.4	6.1	5.0	3.0	2.6	2.0	1.3	1.8	19.8
1967	2,135		625	398	194	139	77	82	65	35	55	465
	100.0		29.3	18.6	9.1	6.5	3.6	3.8	3.0	1.6	2.6	21.8
1968	2,000			615	292	201	133	119	67	56	44	473
	100.0			30.7	14.6	10.0	6.6	5.9	3.3	2.8	2.2	23.6
1969	1,961				610	317	154	144	88	70	59	519
	100.0				31.1	16.2	7.9	7.3	4.5	3.6	3.0	26.5
1970	1,681					525	208	148	113	77	84	526
	100.0					31.2	12.4	8.8	6.7	4.6	5.0	31.3
1971	1,378						278	200	146	120	103	531
	100.0						20.2	14.5	10.6	8.7	7.5	38.5
1972	1,038							183	159	129	96	471
	100.0							17.6	15.3	12.4	9.2	45.4
1973	775								145	115	89	426
	100.0								18.7	14.8	11.5	55.0
1974	1,002									222	150	630
	100.0									22.2	15.0	62.9
1975	1,076										251	825
	100.0										23.3	76.7
1976	1,013											1,013
	100.0											

Source: Dossiers annuels informatisés de l'OSSTF.

TABLEAU 6.30

NOUVEAUX RECRUTEMENTS TOTAUX EN SEPTEMBRE DE CHAQUE ANNEE ET DEPARTS JUSQU'EN 1976-1977

ANNEE	RESERVE	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	ENCORE EMPLOYES
1966	4,737	915	564	445	219	185	109	101	79	65	77	1,978
	100.0	19.3	11.9	9.4	4.6	3.9	2.3	2.1	1.7	1.4	1.6	41.8
1967	5,162		1,052	645	342	262	137	137	124	78	110	2,275
	100.0		20.4	12.5	6.6	5.1	2.7	2.7	2.4	1.5	2.1	44.1
1968	4,908			995	536	345	212	183	134	112	98	2,293
	100.0			20.3	10.9	7.0	4.3	3.7	2.7	2.3	2.0	46.7
1969	4,725				1,114	625	269	244	161	130	124	2,058
	100.0				23.6	13.2	5.7	5.2	3.4	2.8	2.6	43.6
1970	3,628					1,032	308	229	167	135	129	1,628
	100.0					28.4	8.5	6.3	4.6	3.7	3.6	44.9
1971	2,986						445	326	243	170	150	1,652
	100.0						14.9	10.9	8.1	5.7	5.0	55.3
1972	2,223							329	232	184	147	1,331
	100.0							14.8	10.4	8.3	6.6	59.9
1973	1,687								247	168	127	1,145
	100.0								14.6	10.0	7.5	67.9
1974	2,094									346	246	1,502
	100.0									16.5	11.7	71.7
1975	2,284										450	1,834
	100.0										19.7	80.3
1976	2,157											2,157
	100.0											100.0

Source: Dossiers annuels informatisés de l'OSSTF.

1976. Les figures 6.5 à 6.7 donnent une représentation graphique où "inactif" signifie que la personne n'avait pas de poste d'enseignant en Ontario en septembre 1976. Les chiffres correspondants sont donnés aux tableaux 6.31. D'autres renseignements sur les enseignants employés ou inactifs par lieu de certification, sont donnés aux tableaux 6.32 à 6.34 pour d'autres années. De plus, un résumé sur les enseignants du secondaire employés et au chômage est donné dans les sept points suivants pour la période 1972-1976.

1. Pendant la période allant de 1972 à 1976, 30% environ des nouveaux diplômés de l'enseignement (pour le secondaire) étaient inactifs.
2. En 1976, le taux d'inaction de ces diplômés atteignait jusqu'à 40%. Excepté en 1975 où il est tombé à 21%, il a fluctué autour de 30%.
3. Pour toute la période (1972-1976) en moyenne, le taux d'inaction dépassait 40% pour les diplômés en orientation, études classiques et langues, études sociales et sciences bibliothécaires. Le taux d'inaction dépassait 30 à 40% en histoire, en science, dans les arts et en anglais. Par contre on retrouvait les taux les plus bas, moins de 25%, dans les catégories suivantes: musique, gestion ménagère, commerce et cours professionnels. L'éducation physique, la chimie et le French et français correspondaient à la moyenne, leurs taux se situant entre 25 et 30%.
4. Dans la moitié des catégories (anglais, histoire, études sociales, sciences bibliothécaires, chimie, sciences, orientation, éducation physique, arts et géographie), le taux d'inaction de 1976, dernière année de la période considérée, constituait le taux le plus élevé. Pour la plupart des autres catégories, les taux de 1972, première année de la période observée, étaient les plus élevés.
5. En moyenne, pendant la période considérée, le taux d'inaction dépassait 40% parmi les diplômés dont le deuxième sujet était les études sociales.

FIGURE 6.5

DESTINATION DES ENSEIGNANTS DE L'ELEMENTAIRE DIPLOMES PAR COLLEGE ET UNIVERSITE EN ONTARIO, 1972–1976

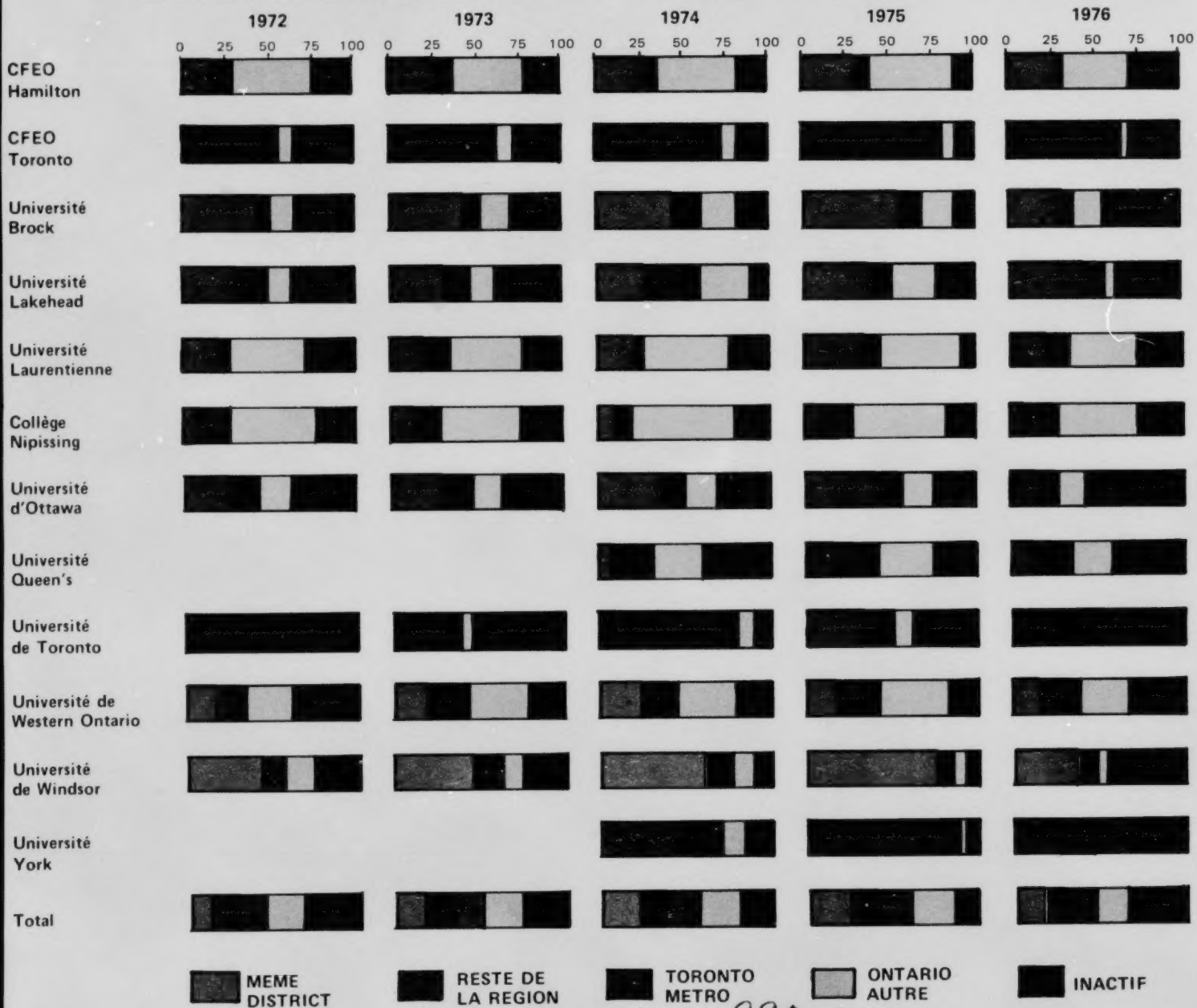


FIGURE 6.6

DESTINATION DES ENSEIGNANTS DU SECONDAIRE DIPLOMES PAR COLLEGE ET UNIVERSITE EN ONTARIO, 1972 – 1976

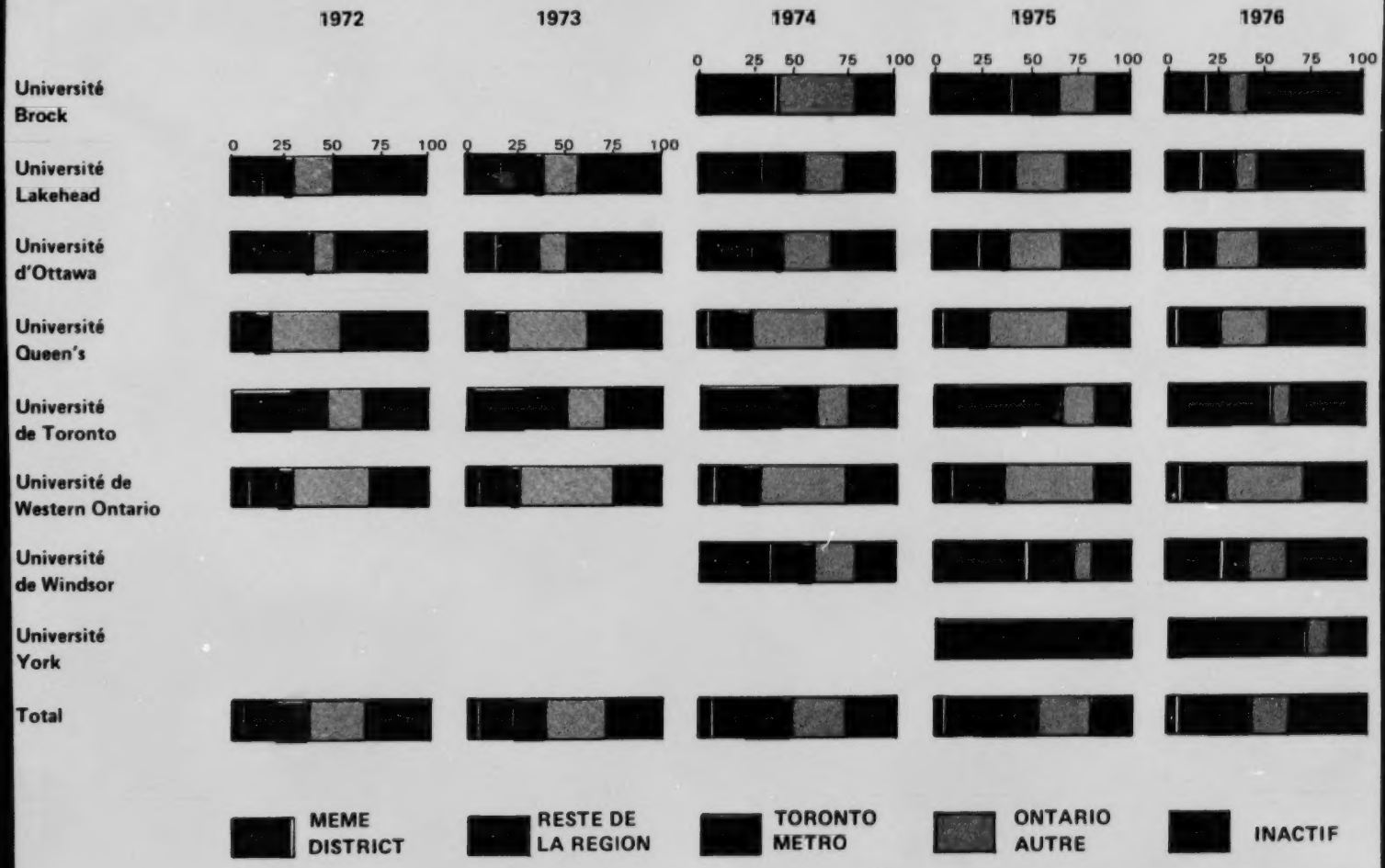


FIGURE 6.7

ESTINATION DES ENSEIGNANTS DE L'ELEMENTAIRE ET DU SECONDAIRE DIPLOMES PAR COLLEGE ET UNIVERSITE EN ONTARIO, 1972–197

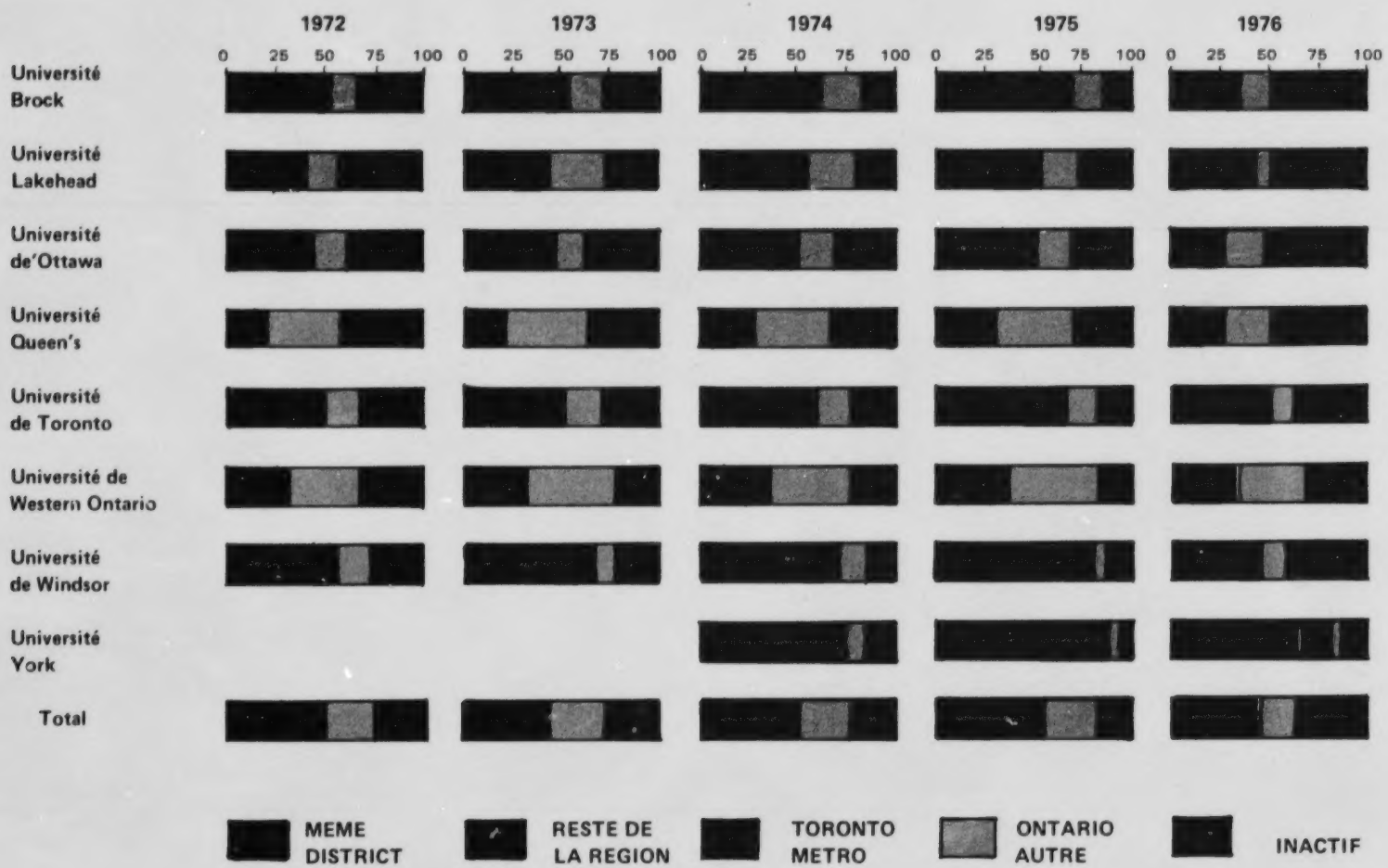


TABLEAU 6.31

DESTINATION DES ENSEIGNANTS DE L'ELEMENTAIRE ET DU SECONDAIRE DIPLOMES PAR COLLEGE ET UNIVERSITE EN ONTARIO, 1972-76

	ELEMENTAIRE										SECONDAIRE										TOTAL									
	1972		1973		1974		1975		1976		1972		1973		1974		1975		1976		19.2		1973		1974		[illegible]		[illegible]	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
COLL HAMILTON																														
MEME DISTRICT	62	26.8	71	24.6	55	18.6	89	31.1	141	29.6																				
RESTE DE LA REGION	29	12.6	28	9.9	21	6.9	17	6.0	15	3.4																				
ONTARIO AUTRE	12	5.2	16	5.6	19	6.7	9	3.2	8	1.7																				
INACTIF	128	55.4	121	41.7	106	37.1	136	47.9	136	35.6																				
TOTAL	231	100.0	294	100.0	224	100.0	284	100.0	477	100.0																				
COLL TORONTO																														
TORONTO METRO	687	39.5	373	34.7	250	51.9	298	69.1	515	53.4																				
RESTE DE LA REGION	322	22.1	286	26.6	104	21.6	56	13.0	111	11.5																				
ONTARIO AUTRE	141	9.7	120	11.2	49	10.2	34	7.9	49	5.1																				
INACTIF	304	18.7	296	27.5	79	16.3	42	9.8	272	28.1																				
TOTAL	1454	100.0	1075	100.0	482	100.0	430	100.0	967	100.0																				
COLLEGE BRUCE																														
MEME DISTRICT	68	49.7	79	43.2	54	44.6	82	54.7	79	31.3	1	100.0	-	-	2	40.0	11	61.9	9	23.6	69	46.23	79	43.2	56	44.44	95	57.93	88	[illegible]
RESTE DE LA REGION	6	3.8	9	4.9	14	11.6	12	8.0	10	4.0	-	-	-	-	-	-	1	9.7	1	2.6	6	3.77	9	4.9	14	11.11	15	9.29	11	[illegible]
TORONTO METRO	6	3.8	10	5.5	7	5.8	8	5.3	3	1.2	-	-	-	-	-	-	4	12.9	1	2.6	6	3.77	10	5.5	7	5.56	12	6.63	6	[illegible]
ONTARIO AUTRE	14	11.3	12	17.5	24	19.8	26	17.3	61	24.1	-	-	-	-	2	40.0	6	19.4	4	9.5	16	11.21	12	17.5	8	6.35	12	7.68	65	[illegible]
INACTIF	35	31.4	53	28.9	22	18.2	22	14.7	119	47.2	-	-	-	-	1	20.0	5	38.1	45	59.5	35	33.02	51	28.9	21	16.25	27	14.92	164	[illegible]
TOTAL	129	100.0	183	100.0	121	100.0	150	100.0	252	100.0	1	100.0	-	-	5	100.0	11	100.0	62	100.0	106	100.00	181	100.0	126	100.00	181	100.00	264	[illegible]
UNIVERSITE LAKEHEAD																														
MEME DISTRICT	10	11.0	29	31.5	10	27.0	14	37.9	22	42.3	21	17.8	15	19.7	26	31.1	18	24.7	22	18.9	57	24.15	44	26.19	36	21.82	32	29.09	44	[illegible]
RESTE DE LA REGION	20	15.0	10	10.9	8	21.6	6	10.8	4	7.7	15	11.8	11	17.1	15	17.9	11	15.1	14	12.0	31	13.14	21	13.09	23	19.01	15	13.64	18	[illegible]
TORONTO METRO	4	3.7	4	4.3	4	10.8	1	2.7	3	5.8	5	3.9	2	2.6	1	1.6	1	1.4	4	3.4	9	3.81	6	3.57	5	3.79	2	1.82	7	[illegible]
ONTARIO AUTRE	14	13.1	12	13.1	11	29.8	9	24.1	3	5.8	27	20.9	14	18.4	17	20.2	20	27.3	14	12.0	41	17.37	26	15.48	28	23.14	23	20.91	17	[illegible]
INACTIF	39	36.4	37	40.2	4	10.8	9	24.1	20	38.4	59	45.8	32	42.2	25	29.8	23	31.5	63	53.8	98	41.53	69	41.07	25	20.66	32	29.09	83	[illegible]
TOTAL	107	100.0	92	100.0	37	100.0	37	100.0	52	100.0	129	100.0	76	100.0	84	100.0	73	100.0	117	100.0	236	100.00	168	100.00	121	100.00	110	100.00	169	[illegible]
UNIVERSITE LAURENTIENNE																														
MEME DISTRICT	35	20.5	13	19.7	12	20.7	27	34.6	20	20.4																				
RESTE DE LA REGION	5	2.9	5	7.6	3	5.2	7	9.0	11	11.2																				
TORONTO METRO	5	2.9	5	7.6	1	1.7	1	1.3	3	3.1																				
ONTARIO AUTRE	76	44.4	20	42.4	20	44.3	16	46.1	37	37.8																				
INACTIF	50	29.9	15	22.7	14	24.1	7	9.0	27	27.5																				
TOTAL	171	100.0	66	100.0	58	100.0	78	100.0	98	100.0																				
RIPISSING																														
MEME DISTRICT	10	7.2	17	13.7	9	10.2	8	9.1	9	7.4																				
RESTE DE LA REGION	20	10.5	14	11.3	6	8.2	17	19.3	20	16.4																				
TORONTO METRO	1	5.1	7	5.6	1	2.0	1	1.1	5	4.1																				
ONTARIO AUTRE	67	48.6	56	45.2	29	59.2	46	52.3	56	45.9																				
INACTIF	18	24.6	30	24.2	10	20.4	16	18.2	32	26.2																				
TOTAL	136	100.0	124	100.0	49	100.0	88	100.0	122	100.0																				
UNIVERSITE D'OTTAWA																														
MEME DISTRICT	107	25.4	96	29.4	65	34.9	97	40.9	36	14.3	20	24.1	18	16.2	31	28.1	30	34.1	10	10.3	127	25.20	114	26.03	96	32.73	117	36.56	46	[illegible]
RESTE DE LA REGION	65	15.4	51	15.6	24	12.9	31	13.1	26	10.4	12	14.5	21	19.8	11	12.4	10	12.0	14	14.4	77	15.28	73	16.67	35	12.73	41	12.81	40	[illegible]
TORONTO METRO	12	2.9	9	2.8	5	2.7	7	3.0	8	3.2	2	2.4	1	.9	1	1.1	1	1.2	1	1.0	14	2.78	10	2.28	6	2.18	8	2.50	9	[illegible]
ONTARIO AUTRE	78	18.1	58	17.7	34	18.3	33	13.9	39	15.5	10	12.0	14	12.6	23	25.8	26	29.9	20	20.6	86	17.06	72	16.44	57	20.73	57	17.81	59	16.95
INACTIF	161	38.2	113	34.5	59	31.2	69	29.1	142	56.6	39	47.0	5	90.5	29	32.6	18	33.9	52	53.7	200	39.68	169	38.58	47	31.64	97	30.31	194	55.75
TOTAL	421	100.0	327	100.0	189	100.0	237	100.0	251	100.0	83	100.0	111	100.0	89	100.0	93	151.0	97	100.0	504	100.00	439	100.00	295	100.00	320	100.00	348	100.00
UNIVERSITE QUEEN'S																														
MEME DISTRICT	-	-	-	-	8	8.2	18	16.1	19	13.7	48	6.3	31	4.7	36	6.2	31	5.5	26	4.3	25	6.3	31	4.7	42	6.54	49	7.22	45	6.01
RESTE DE LA REGION	-	-	1	100.0	14	14.5	13	11.5	12	8.6	58	8.1	59	9.0	58	10.6	77	13.6	70	11.5	49	8.3	60	9.16	72	11.21	90	13.25	80	10.95
TORONTO METRO	-	-	-	-	8	8.2	18	16.1	19	13.7	46	7.8	39	6.0	49	9.0	53	9.3	53	8.7	46	7.8	39	5.95	57	8.88	71	10.46	72	9.61
ONTARIO AUTRE	-	-	-	-	28	28.9	34	30.4	32	23.0	217	36.9	282	43.1	211	38.7	235	41.4	158	25.9	217	36.9	282	43.05	239	37.22	269	39.62	190	25.13
INACTIF	-	-	-	-	39	40.2	29	25.8	57	41.0	251	41.7	243	37.2	193	35.5	171	30.2	303	49.6	251	42.7	243	37.10	232	36.14	200	29.46	360	48.06
TOTAL	-	-	1	100.0	97	100.0	112	100.0	139	100.0	588	100.0	654	100.0	545	100.0	567	100.0	610	100.0	588	100.0	655	100.00	642	100.00	679	100.00	749	100.00
UNIVERSITE DE TORONTO																														
TORONTO METRO	1	25.0	3	20.0	7	70.0	6	33.3	14	35.2	375	30.3	376	28.7	533	40.7	752	45.2	582	33.5	376	30.25	379	28.60	540	40.97	758	45.04	601	33.52
RESTE DE LA REGION	-	-	3	20.0	1	10.0	3	16.7	9	16.7	228	18.4	286	21.8	225	17.2	342	20.5	315	18.1	228	18.34	289	21.81	294	17.15	345	20.50	324	18.07
ONTARIO AUTRE	-	-	1	6.7	1	10.0	2	11.1	1	1.9	230	18.7	276	20.6	227	17.4	269	16.2	177	10.2	233	18.84	271	20.45	239	17.30	271	16.10	178	9.93
INACTIF	3	75.0	8	53.3	1	10.0	7	38.9	25	46.2	404	33.6	374	28.9	323	24.7	302	18.1	665	38.2	407	32.74	386	29.13	324	24.58	309	18.36	690	38.48
TOTAL	4	100.0	15	100.0	10	100.0	18	100.0	54	100.0	1239	100.0	1310	100.0	1308	100.0	1665	100.0	1739	100.0	1243	100.00	1325	100.00	1318	100.00	1683	100.00	1793	100.00
UNIVERSITE DE WESTERN ONTARIO																														
MEME DISTRICT	52	16.9	44	19.6	49	24.1	52	15.0	67	15.1	48	9.5	55	7.9	67	9.3	61	9.1	68	7.1	130	11.76	99	10.65	96	12.47	113	11.33	115	10.31
RESTE DE LA REGION	38	12.4	30	13.1	29	14.3	59	19.2	67	15.1	105	14.7	103	14.8	71	12.5	122	18.1	100	10.9	143	14.02	141	15.16	100	12.99	181	18.15	167	14.98
TORONTO METRO	16	5.2	19	8.1	14	6.9	26	8.0	38	8.6	41	5.8	28	4.0	48	8.5	50	7.4	52	7.7	57	5.59	47	5.05	62	11.96	76	7.62	90	8.07
ONTARIO AUTRE	79	25.7	84	35.6	69	34.0	139	39.9	122	27.5	394	41.2	338	48.5	256	45.1	319	47.4	269	40.1	373	36.57	422	45.36	325	41.23	448	44.93	391	35.07
INACTIF	122	39.8	51	21.6	41	20.7	58	17.9	169	33.7	205	28.8	172	24.8	145	25.6	121	18.0	203	30.2	327	32.06	243	23.98	187	23.79	179	17.95	352	31.57
TOTAL	307	100.0	236	100.0	203	100.0	334	100.0	443	100.0	713	100.0	696	100.0	567	100.0	673	100.0	672	100.0	1030	100.00	932	100.00	770	100.00	997	100.00	1115	100.00
UNIVERSITE DE WINDSOR																														
MEME DISTRICT	74	43.7	82	46.3	82	60.7	107	75.4	168	37.5	-	-	-	-	39	37.3	30	48.0	36	29.5	74	43.7	7	46.3	111	52.11	137	67.16	136	34.96
RESTE DE LA REGION	19	30.7	21	11.9	13	9.6	6	4.2	26	9.7	-	-	-	-	10	12.8	11	17.7	9	7.4	19	10.7	1	11.9	23	10.80	17	8.33	35	9.00
TORONTO METRO	4	2.4	13	7.3	9	6.7	7	4.9	6	2.2	-	-	-	-	5	6.4	3	4.8	4	3.3	4	2.4	23	7.3	14	6.57	10	4.90	10	2.57
ONTARIO AUTRE	26	15.4	21	11.9	15	11.1	10	7.0	16	6.0	-	-	-	-	19	23.1	6	9.7	26	21.3	26	15.4	23	11.9	33	15.49	16	7.84	42	10.80
INACTIF	47	27.8	40	22.8	16	11.9	12	8.5	119	44.6	-	-	-	-	16	20.5	12	19.4	47	38.5	47	27.8	41	22.9	32	15.02	24	11.76	166	42.67
TOTAL	169	100.0	177	100.0	135	100.0	142	100.0	267	100.0	-	-	-	-	78	100.0	62	100.0	122	100.0	169	100.0	177	100.0	213	100.00	204	100.00	389	100.00
UNIVERSITE YORK																														
TORONTO METRO	-	-	-	-	11	45.8	46	51.5	37	72.5	-	-	-	-	-	-	4	100.0	9	47.1	-	-	-	-	11	45.83	90	52.63	95	45.19
RESTE DE LA REGION	-	-	-	-	6	25.0	40	35.9	6	11.8	-	-	-	-	1	100.0	-	-	4	23.5	-	-	-	-	7	29.17	60	35.9	30	14.71
ONTARIO AUTRE	-	-	-	-	3	12.5	4	4.8	1	2.0	-	-	-	-	-	-	-	-	2	11.8	-	-	-	-	3	12.5	8	4.8	3	4.41
INACTIF	-	-	-	-	4	16.7	13	7.8	7	13.7	-	-	-	-	-	-	-	-	3	17.6	-	-	-	-	4	16.7	13	7.8	30	14.71
TOTAL	-	-	-	-	24	100.0	167	100.0	51	100.0	-	-	-	-	1	100.0	4	100.0	17	100.0	-	-	-	-	25	100.00	171	100.00	99	100.00
TOTAL ONTARIO																														
MEME DISTRICT	499	13.1	459	16.3	380	20.9	494	23.9	493	19.5	137	5.0	119	4.2	165	6.2	173	5.5	131	4.4	596	9.5	577	10.2	505	11.7	667	12.8	644	9.8
RESTE DE LA REGION	560	15.0	464	16.5	332	20.4	468	22.6	564	20.9	465	17.0	486	15.7	439	23.9	868	27.5	705	20.6	1079	16.09	910	16.1	971	22.6	1136	25.6	1269	20.8
TORONTO METRO	549	15.5	486	17.3	331	16.2	285	13.9	356	10.7	409	16.9	483	17.0	391	14.6	576	18.3	529	15.5	994	15.2	969	17.1	632	14.5	861	16.5	867	11.2
ONTARIO AUTRE	790	22.5	633	22.4	387	24.4	503	24.3	573	18.1	780	28.3	918	32.3	754	28.2	879	27.8	670	19.6	1570	25.1	1548	27.3	1151	26.8	1382	28.5	1243	18.9
INACTIF	1191	33.0	774	27.6	396	20.1	317	15.3	1183	34.8	958	34.8	881	30.9	728	27.1	642	21.0	1361	39.8	2149	33.8	1957	29.3	1054	24.5	979	18.7	2886	37.4
TOTAL	3515	100.0	2816	100.0	1636	100.0	2067	100.0	3173	100.0	2753	100.0	2843	100.0	2677	100.0	3138	100.0	3416	100.0	6269	100.0	5661	100.0	4303	100.0	5236	100.0	6589	100.0

Source: Dossier d'information sur les enseignants, Ministère de l'éducation.

TABLEAU 6.32

PERSONNES QUALIFIEES COMME ENSEIGNANTS DE L'ELEMENTAIRE ET DU SECONDAIRE EN ONTARIO PAR ORIGINE DE LEUR PREMIERE CERTIFICATION QUI N'ENSEIGNENT PAS DANS LES ECOLES ELEMENTAIRES ET SECONDAIRES DE L'ONTARIO, 1976-77

LIEU DE LA PREMIERE CERTIFICATION	PERIODE														
	1929-1961			1962-1966			1967-1971			1972-1976			1929-1976		
	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**
Ontario	38,383	43.5	89.8	17,344	19.7	85.4	23,462	26.6	76.3	8,984	10.2	72.5	88,178	100	83.0
Quebec	695	26.4	1.6	314	11.9	1.5	1,093	41.5	3.6	528	20.1	4.3	2,631	100	2.4
Reste du Canada	1,820	28.9	4.3	1,356	21.5	6.7	1,988	31.6	6.5	1,135	18.0	9.2	6,299	100	5.9
U. S. A.	368	19.9	0.9	143	7.7	0.7	652	35.2	2.1	688	37.2	5.5	1,851	100	1.7
Royaume Uni ***	1,240	23.6	2.9	1,020	19.4	5.0	2,515	48.0	8.2	470	9.0	3.8	5,245	100	4.9
Europe de l'Ouest	40	12.5	0.1	23	7.2	0.1	178	55.6	0.6	79	24.7	0.6	320	100	0.3
Europe de l'Est	46	22.7	0.1	4	2.0	-	86	42.4	0.3	67	33.0	0.5	203	100	0.1
Asie du Sud-Est	56	9.2	0.1	35	5.8	0.2	308	50.6	1.0	209	34.4	1.7	608	100	0.5
Reste de l'Asie	32	15.9	0.1	2	1.0	-	95	47.3	0.3	72	35.8	0.6	201	100	0.1
Afrique	13	10.3	-	6	4.8	-	53	42.1	0.2	54	42.8	0.4	126	100	0.1
Antilles	44	11.2	0.1	54	13.8	0.3	231	58.9	0.8	63	16.1	0.5	392	100	0.3
Amérique du S.et C.	24	25.0	0.1	3	3.1	-	30	31.3	0.1	39	40.6	0.3	96	100	0.0
Total	42,761	40.3	100.0	20,304	19.1	100.0	30,691	28.9	100.0	12,388	11.7	100.0	106,150	100	100.0

* Periode (horizontal %)
** Origine (vertical %)
*** Comprend aussi l'Australie, la Nouvelle-Zélande, la Rhodésie du Sud, l'Afrique du Sud et l'Irelande.

Source: Dossier d'information sur les enseignants, Ministère de l'éducation.

TABLEAU 6.33

PERSONNES QUALIFIEES COMME ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO PAR ORIGINE ET EPOQUE DE LEUR PREMIERE CERTIFICATION QUI ENSEIGNENT DANS LES ECOLES ELEMENTAIRES DE L'ONTARIO, 1976-77

LIEU DE LA PREMIERE CERTIFICATION	PERIODE														
	1929-1961			1962-1966			1967-1971			1972-1976			1929-1976		
	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**
Ontario	17,596	30.0	93.7	10,045	17.1	90.9	17,989	30.7	87.9	13,044	22.3	88.8	58,674	100	90.2
Québec	115	10.9	0.6	116	11.0	1.0	452	42.9	2.2	371	35.2	2.5	1,054	100	1.6
Reste du Canada	575	28.3	3.1	390	19.2	3.5	570	28.1	2.8	496	24.4	3.4	2,031	100	3.1
U. S. A.	41	7.5	0.2	22	4.3	0.2	157	28.8	0.7	325	59.6	2.2	545	100	0.8
Royaume Uni***	424	23.6	2.3	331	18.4	3.0	790	43.9	3.9	253	14.1	1.7	1,798	100	2.7
Europe de l'Ouest	12	9.7	0.1	15	12.1	0.1	60	48.4	0.3	37	29.8	0.3	124	100	0.1
Europe de l'Est	2	4.3	-	4	8.7	-	18	39.1	0.1	22	47.8	0.1	46	100	0.0
Asie du Sud-Est	7	3.2	-	27	12.3	0.2	140	63.9	0.7	45	20.5	0.3	219	100	0.3
Reste de l'Asie	1	1.8	-	4	7.1	-	26	46.4	0.1	25	44.6	0.2	56	100	0.0
Afrique	0	0.0	0.0	9	11.7	0.1	42	54.5	0.2	26	33.8	0.2	77	100	0.1
Antilles	5	1.5	0.0	84	25.7	0.8	202	61.7	1.0	36	11.0	0.2	327	100	0.5
Amérique du S.et C.	1	2.8	0.0	8	22.2	17.0	19	52.8	0.1	8	22.2	0.1	36	100	0.0
Total	18,779	28.9	100.0	11,055	17.0	100.0	20,465	31.5	100.0	14,688	22.6	100.0	64,987		100.0

* Période (horizontal %)
** Origine (vertical %)
*** Comprend aussi l'Australie, la Nouvelle-Zélande, la Rhodésie du Sud, l'Afrique du Sud et l'Irelande.

989

Source: Dossier d'information sur les enseignants, Ministère de l'éducation.

939

TABLEAU 6.34

PERSONNES QUALIFIEES DU SECONDAIRE PAR ORIGINE ET EPOQUE DE LEUR PREMIERE CERTIFICATION
QUI ENSEIGNENT DANS LES ECOLES SECONDAIRES DE L'ONTARIO
1976-1977

LIEU DE LA PREMIERE CERTIFICATION	PERIODE														
	1929-1961			1962-1966			1967-1971			1972-1976			1929-1976		
	No.	Per.*	Org.**	No.	Per.*	Org.*	No.	Per.*	Org.**	No.	Per.*	Org.**	No.	Per.*	Org.**
Ontario	7,898	23.2	95.5	8,337	24.5	96.9	10,638	31.3	90.7	7,164	21.0	92.9	34,037	100	93.7
Québec	34	11.0	0.4	20	6.5	0.2	157	50.8	1.3	98	31.7	1.3	309	100	0.8
Reste du Canada	142	20.8	1.7	128	18.7	1.5	246	36.0	2.1	167	24.5	2.2	683	100	1.8
U. S. A.	6	1.9	0.1	5	1.6	0.1	158	51.1	1.3	140	45.3	1.8	309	100	0.8
Royaume Uni***	180	24.1	2.2	87	11.6	1.0	394	52.7	3.4	86	11.5	1.1	747	100	2.0
Europe de l'Ouest	2	9.1	0.0	0	0.0	0.0	10	45.5	0.1	10	45.5	0.1	22	100	0.0
Europe de l'Est	1	2.3	0.0	1	2.3	0.0	34	77.3	0.3	8	18.2	0.1	44	100	0.1
Asie du Sud-Est	5	10.9	0.1	6	13.0	0.1	25	54.3	0.2	10	21.7	0.1	46	100	0.1
Reste de l'Asie	0	0.0	0.0	1	3.8	0.0	13	50.0	0.1	12	46.2	0.2	26	100	0.0
Afrique	2	9.1	0.0	1	4.5	0.0	16	72.7	0.1	3	13.6	0.0	22	100	0.0
Antilles	2	3.2	0.0	13	21.0	0.2	37	59.7	0.3	10	16.1	0.1	62	100	0.1
Amérique du S.et C.	0	0.0	0.0	0	0.0	0.0	1	100.0	0.0	0	0.0	0.0	1	100	0.0
Total	8,272	22.8	100.0	8,599	23.7	100.0	11,729	32.3	100.0	7,708	21.2	100.0	36,308	100	100.0

Source: Dossier d'information sur les enseignants, Ministère de l'éducation.

* Période (horizontal %)
** Origine (vertical %)
*** Comprend aussi l'Australie, la Nouvelle-Zélande, la Rhodésie du Sud, l'Afrique du Sud et l'Irelande

Parmi les catégories à haut taux d'inactivité, on retrouve celles des diplômés dont le deuxième sujet était l'orientation, les arts, les sciences bibliothécaires ou la géographie avec des taux entre 29% et 38%. Ces taux pour les deuxièmes sujets étaient aussi au-dessus de la moyenne pour ceux dont l'anglais, la chimie, le French et français, les sciences et l'histoire constituaient le deuxième sujet et se situaient entre 29 et 38%. On retrouvait les taux les moins élevés parmi les diplômés avec la musique, la gestion ménagère ou le commerce comme deuxième sujet.

6. Tout comme pour les "premiers sujets", les "deuxièmes sujets" constituent des catégories où le taux d'inaction de 1976, dernière année d'observation, était le plus élevé. Parmi ces catégories, on retrouvait les études classiques et les langues, l'histoire, la chimie, l'orientation, l'éducation physique et la géographie. Dans la plupart des autres catégories comme celles de l'anglais, du French et français, des mathématiques, des arts, du commerce, des cours professionnels, de gestion ménagère et d''aucune', les taux de 1972 étaient les plus élevés.

7. A partir des observations faites en 3,4,5 et 6, il devient évident que les taux d'inactivité suivent les mêmes variations (en fonction du temps et des groupes) dans les catégories "premier sujet" et "deuxième sujet".

Curieusement, malgré ces taux d'inaction élevés pour les enseignants, les inscriptions dans les établissements de formation d'enseignants ont été très irrégulières. Les chiffres pour les dernières années sont donnés au tableau 6.35. Soit que les élèves-enseignants ne connaissaient pas leurs chances d'obtenir un poste d'enseignant, soit que cela les laissait indifférents, soit encore qu'ils prenaient un risque n'ayant rien de mieux à faire. On est alors en droit de se poser la question si les inscriptions illimitées en année de formation d'enseignants devraient être permises. Je remarque, par exemple,

TABLEAU 6.35

EFFECTIFS DES INSTITUTS DE FORMATION D'ENSEIGNEMENT DE L'ONTARIO, 1968-1976

ANNEE LE 15 OCTOBER	EFFECTIFS		
	Elémentaire	Secondaire	Total
1968	9,277	2,116	11,393
1969	7,896	2,874	10,770
1970	7,571	2,766	10,337
1971	4,250	3,010	7,260
1972	3,139	3,270	6,409
1973	1,780	3,036	4,814
1974	2,229	3,512	5,741
1975	3,347	3,762	7,109
1976	3,311	3,639	6,950

Source: Rapports annuels du Ministère de l'éducation.

que le ministre de l'Education vient d'annoncer une réduction de 50% dans le nombre des places dans les collèges de formation d'enseignants en Ontario. Les facultés d'éducation devraient peut-être s'inquiéter des ramifications de la formation d'enseignants dans toutes les autres institutions en se rappelant ce q . s'est passé dans des conditions similaires en Grande-Bretagne (mises à pied à grande échelle par mandat).

Mon incapacité de déterminer le nombre des anciens enseignants et des nouveaux diplômés au chômage ou inactifs me frustre et m'impatiente. Dans mes moments de pessimisme aigu, je m'écrie, dans mon désespoir, que l'équivalent de quelque cinq promotions d'enseignants qualifiés et éprouvés attendent "quelque part" d'être utilisés (dans l'enseignement). Persistant de nature et de par ma formation, j'entends sûrement continuer mes recherches pour arriver à une conclusion, dussai-je faire un sondage en faisant paraître une annonce "à poster" dans tous les journaux de l'Ontario.

Prévisions de l'offre et la demande d'enseignants en Ontario

Les prévisions qui suivent sont basées sur celles que OISE a préparées en 1977 pour le ministère de l'Education mais ont été mises à jour pour l'année suivante. Il nous a été malheureusement impossible, comme nous l'avons indiqué plus haut, d'obtenir de chiffres pour les inscriptions en 1977-1978 pour les élèves comme pour les élèves-enseignants et nous n'avons pas encore accès aux prévisions démographiques (ni au rapport enseignant-élève le plus récent, bien entendu). Ces prévisions doivent donc être considérées comme premières approximations qui seront révisées dans quelques semaines, portées jusqu'à l'année 2001 et publiées dans un autre rapport. Cependant, j'ai le plaisir d'annoncer que je viens de recevoir un rapport détaillé sur un modèle d'ordinateur des coûts et des offres d'enseignants de la part de Hansen Group,

experts-conseil en gestion; ce modèle peut d'ores et déjà être employé pour faire des prévisions. Dès réception des données de base sur la population et sur les effectifs scolaires, nous serons en mesure, par conséquent, de produire une alternative par établissement, par région et pour la province, en fournissant des chiffres sur les coûts de fonctionnement et le nombre d'élèves-enseignants nécessaires pour satisfaire des demandes données.

En supposant une augmentation plutôt optimiste dans le nombre des naissances et un rapport élève-enseignant constant de 23.2 entre 1977 et 1986, nous obtenons les nombres d'élèves et d'enseignants indiqués au tableau 6.36 pour les écoles élémentaires. D'après ces résultats et d'après des valeurs choisies de remplacements et de rentrées, nous déduisons la demande totale jusqu'en 1986 que nous donnons à la dernière colonne du tableau 6.37. La disposition à la baisse de la demande de nouveaux enseignants est évidente à la dernière colonne, comme on peut s'y attendre dans une période de baisse des effectifs scolaires. En termes de besoins en main d'oeuvre, les entrées à la dernière colonne indiquent que l'offre, avec nos suppositions optimistes, serait assurée surtout par les instituts de formation.

En suivant la même méthode et en donnant les mêmes tableaux pour les écoles secondaires, nous indiquons au tableau 6.38 les chiffres observés et projetés pour les élèves et enseignants dans les écoles secondaires de 1958 à 1986. Deux ensembles de valeurs sont donnés pour les enseignants, l'un étant basé sur un rapport élève-enseignant de 17.4 et l'autre sur un rapport de 17.3. Dans les deux cas, le contingent des enseignants tombe du niveau de 1967 d'un maximum de 35,352 à 29,000 en 1986, ce qui constitue une perte de quelque 6,300 enseignants. Remarquez que la perte d'enseignants du primaire est d'environ 5,200 au tableau 6.36. En rassemblant tous les éléments au tableau 6.39,

TABLEAU 6.36

ELEVES ET ENSEIGNANTS DANS LES ECOLES ELEMENTAIRES DE L'ONTARIO

ANNEE		NOMBRE D'ELEVES	ENSEIGNANTS A PLEIN-TEMPS	RAPPORT APPROXIMATIF ELEVES-ENSEIGNANTS
1958		1,027,598	33,074	31.1
1959		1,081,649	35,241	30.7
1960		1,126,388	36,533	30.8
1961	P	1,163,053	38,079	30.5
1962		1,197,029	39,249	30.5
1963	A	1,233,164	40,875	30.2
1964		1,278,473	42,750	29.9
1965	S	1,320,043	44,967	29.4
1966		1,364,871	47,647	28.6
1967	S	1,405,052	51,018	27.5
1968		1,430,590	54,587	26.2
1969	E	1,456,117	57,587	25.3
1970		1,465,488	59,307	24.7
1971	S	1,456,840	58,329	25.0
1972		1,445,101	57,991	24.9
1973		1,422,885	56,630	25.1
1974		1,404,839	56,678	24.8
1975		1,389,478	58,167	23.9
1976		1,360,085	57,807	23.5
1977		1,328,950	57,282	23.2
1978		1,296,214	55,871	23.2
1979	P	1,274,005	54,914	23.2
1980	R	1,259,767	54,300	23.2
1981	E	1,250,217	53,889	23.2
1982	V	1,243,539	53,601	23.2
1983	U	1,236,161	53,283	23.2
1984	S	1,227,724	52,919	23.2
1985		1,221,116	52,677	23.2
1986		1,220,692	52,616	23.2

Source: Chiffres passés du Ministère de l'éducation.
Prévisions du département de la planification de l'éducation de l'IEPO sous contrat avec le Ministère de l'éducation.

TABLEAU 6.37

DEMANDE PASSEE ET PREVUE D'ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO

Année	Réserve d'enseignants No.	Augmentation ou diminution de la demande No.	Demande de remplacement No.	%	Demande totale No.	Retour dans la profession No.	%	Demande d'autres sources[3] No.
1962	39,249	+1,170	5,118	13.44[1]	6,288	1,314	20.90[2]	4,974
1963	40,875	+1,626	5,081	12.94	6,707	1,895	28.25	4,812
1964	42,750	+1,875	5,349	13.08	7,224	2,033	28.14	5,191
1965	44,967	+2,217	5,703	13.34	7,920	1,989	25.11	5,931
1966	47,647	+2,680	6,642	14.77	9,322	2,162	23.19	7,160
1967 R	51,018	+3,371	7,043	14.78	10,414	2,292	22.00	8,122
1968 E	54,587	+3,569	7,476	14.65	11,045	2,620	23.72	8,425
1969 E	57,587	+3,000	8,297	15.19	11,297	2,317	20.51	8,980
1970	59,307	+1,720	8,226	14.28	9,946	2,325	23.38	7,621
1971 L	58,329	- 978	7,813	13.17	6,835	1,876	27.45	4,959
1972	57,991	- 338	7,417	12.72	7,079	2,176	30.74	4,903
1973	56,630	-1,361	7,569	13.05	6,208	1,213	19.54	4,995
1974	56,678	+ 48	7,375	13.02	7,423	1,742	23.47	5,681
1975	58,167	+1,489	7,141	12.60	8,630	2,075	24.04	6,555
1976	57,807	- 360	6,697	11.51	6,337	1,391	21.95	4,946
1977	57,282	- 525	6,359	11.00	5,834	1,166	20.00	4,668
1978 P	55,871	-1,411	6,015	10.50	4,604	920	20.00	3,684
1979	54,914	- 957	5,587	10.00	4,630	926	20.00	3,704
1980 R	54,300	- 614	5,217	9.50	4,603	920	20.00	3,683
1981 E	53,889	- 411	4,887	9.00	4,476	895	20.00	3,581
1982 V	53,601	- 288	4,581	8.50	4,293	858	20.00	3,435
1983	53,283	- 318	4,288	8.00	3,970	794	20.00	3,176
1984 U	52,919	- 364	3,996	7.50	3,632	726	20.00	2,906
1985	52,677	- 242	3,704	7.00	3,462	692	20.00	2,770
1986	52,616	- 61	3,424	6.50	3,363	672	20.00	2,691

[1] Pourcentage de la réserve de l'année précédente.

[2] Pourcentage de la demande totale.

[3] Demande totale moins les retours.

Resource: Rapports annuels du Ministère de l'éducation (chiffres réels).

TABLEAU 6.38

ELEVES ET ENSEIGNANTS DANS LES ECOLES SECONDAIRES DE L'ONTARIO

ANNEE		ELEVES	ENSEIGNANTS		RAPPORT ELEVES/ENSEIGNANTS	
1958		222,075	9,573		23.2	
1959		237,576	10,464		22.7	
1960		262,775	11,478		22.9	
1961		299,177	12,850		23.3	
1962	R	331,578	14,923		22.2	
1963		364,210	17,170		21.2	
1964	E	395,301	19,205		20.6	
1965		418,738	21,659		19.3	
1966		436,026	24,242		18.0	
1967	E	463,736	27,164		17.1	
1968		500,807	30,203		16.6	
1969	L	530,679	32,342		16.4	
1970		556,913	33,693		16.5	
1971		574,520	34,469		16.7	
1972	S	583,013	34,549		16.9	
1973		585,725	33,889		17.3	
1974		589,650	34,231		17.2	
1975		605,160	34,826		17.4	
1976		613,055	35,352		17.3	
			Est. 1	Est. 2	Est. 1	Est. 2
1977		615,232	35,323	35,562	17.4	17.3
1978	P	613,928	35,283	35,487	17.4	17.3
1979	R	601,903	34,592	34,792	17.4	17.3
1980		579,416	33,300	33,492	17.4	17.3
1981	E	552,799	31,770	31,954	17.4	17.3
1982	V	527,629	30,324	30,499	17.4	17.3
1983		511,302	29,385	29,555	17.4	17.3
1984	U	506,553	29,112	29,281	17.4	17.3
1985	S	505,811	29,070	29,238	17.4	17.3
1986		502,728	28,892	29,059	17.4	17.3

Source: Chiffres passés du Ministère de l'éducation;
prévisions du département de la planification de l'éducation de l'IEPO sous contrat avec le Ministère de l'éducation.

TABLEAU 6.39

OFFRE ET DEMANDE REELLES ET PREVUES D'ENSEIGNANTS DU SECONDAIRE EN ONTARIO.

ANNEE	Réserve d'enseignants No.	DEMANDE				OFFRE					
		Expansion No.	Remplacements No.	%	Total No.	Retours No.	%	%	Nouveaux recrutements No.	En prov. des collèges No.	Autres No.
1	2	3	4	5	6	7	8	9	10	11	12
1959	10,464										
1960	11,478	1,014	832	7.95	1,846	192	1.67	10.40	1,654	1,152	502
1961	12,850	1,372	898	7.82	2,270	264	2.05	11.63	2,006	1.342	664
1962	14,923	2,073	1,118	8.70	3,191	332	2.22	10.40	2,859	1,826	1,033
1963 R	17,170	2,247	1,493	10.00	3,740	354	2.06	9.47	3,386	2,273	1,113
1964	19,205	2,035	1,644	9.57	3,679	376	1.96	10.22	3,303	2,288	1,015
1965 E	21,659	2,454	2,050	10.67	4,504	417	1.93	9.26	4,087	2,638	1,449
1966	24,242	2,583	2,453	11.33	5,036	442	1.82	8.78	4,594	2,696	1,898
1967 E	27,164	2,922	2,948	12.16	5,870	571	2.10	9.73	5,299	3,351	1,948
1968	30,203	3,039	3,101	11.42	6,140	728	2.41	11.86	5,412	3,833	1,579
1969 L	32,342	2,139	3,480	11.52	5,619	757	2.34	13.47	4,862	2,455	2,407
1970	33,693	1,351	3,754	11.61	5,105	862	2.56	16.89	4,243	2,528	1,715
1971	34,469	776	3,438	10.20	4,214	847	2.46	20.10	3,367	2,388	979
1972	34,549	80	3,273	9.50	3,353	654	1.89	19.50	2,699	1,838	861
1973	33,889	- 660	2,960	8.57	2,300	341	1.01	14.83	1,959	1,263	696
1974	34,231	+ 342	2,781	8.21	3,123	493	1.44	15.79	2,630	1,551	1,079
1975	34,826	595	2,555	7.46	3,150	537	1.54	17.05	2,613	1,474	1,139
1976	35,352	526	2,325	6.68	2,851	434	1.23	15.22	2,417	1,435	982
1977	35,323	- 29	2,121	6.00	2,092	303	0.86	14.50	1,789	1,067	723
1978 P	35,283	- 40	1,943	5.50	1,903	238	0.67	12.50	1,665	971	695
1979	34,592	- 691	1,764	5.00	1,073	113	0.33	10.50	960	548	434
1980 R	33,300	-1,292	1,730	5.00	438	44	0.13	10.00	394	223	210
1981	31,770	-1,530	1,665	5.00	135	14	0.04	10.00	121	69	98
1982 E	30,324	-1,446	1,589	5.00	143	14	0.05	10.00	129	73	100
1983	29,385	- 939	1,516	5.00	577	58	0.20	10.00	519	295	254
1984 V	29,112	- 273	1,469	5.00	1,196	120	0.41	10.00	1,076	610	474
1985	29,070	- 42	1,456	5.00	1,414	141	0.49	10.00	1,273	721	553
1986 U	28,892	- 178	1,454	5.00	1,276	128	0.44	10.00	1,148	651	502

Note: Col. 5 Col. 4 en % de l'année précédente Col. 2.
Col. 4 Total des départs.
Col. 10 Total des acquisitions moins retours d'enseignants qualifiés.
Col. 11 Diplômés de l'enseignement de l'Ontario et détenteurs de certificats provisoires d'enseignement secondaire.
Col. 7 Enseignants qualifiés de retour qui ne travaillaient pas comme enseignants en Ontario l'année précédente.
Col. 8 Col. 7 en % de la Col. 2.
Col. 9 Col. 7 en % de la Col. 6.
Col. 12 Total des enseignants moins Col. 7 et Col. 11.

Source: Rapports annuels du Ministère de l'éducation (Réels).

nous avons une idée d'ensemble de l'offre et de la demande estimées d'enseignants en Ontario. Bien que les chiffres correspondant à la réserve d'enseignants peuvent passer pour trop optimistes, je suis tout de même prêt à admettre que l'offre que l'on attendrait des collèges semble raisonnable à la lumière de ce que nous savons. Au fait, le nombre de rentrées (colonne 7) a été fixé arbitrairement à 10% à partir de 1980 et le nombre provenant des collèges (colonne 11) a été fixé arbitrairement à 51% de la demande totale (colonne 6). On obtient les nouveaux recrutements en soustrayant la colonne 7 de la colonne 6, si bien que la colonne 12, "autre", est un reste. On pourrait exprimer l'opinion, plausible d'ailleurs, que les quotas des collèges ne devraient pas être fixés à l'avance mais obtenus comme reste après avoir déterminé les nombres provenant d'autres sources, les collèges devenant un "fournisseur de dernier recours" pour ainsi dire.

D'une façon ou d'une autre, c'est là un jeu de hasard et seule, l'offre provenant des instituts de formation d'enseignants du primaire continuera d'être plutôt élevée dans les dix années à venir. Lorsque nous pourrons obtenir les derniers chiffres nous pourrons réviser ces projections et les étendre jusqu'en l'an 2001, je pense pouvoir être à même, alors, de me prononcer sur les mesures à prendre vu l'offre d'enseignants provenant d'instituts de formation. Que des changements devront s'effectuer semble évident, dans les programmes de développement, avant ou après l'entrée en service, par exemple, où il ne fait, malheureusement, aucun doute que l'on devra trouver de nouveaux employeurs pour les enseignants diplômés (récents ou anciens).

Je prévois que les représentants des instituts de formation auront leur mot à dire à ce propos et sur le sujet en général. J'espère qu'ils arriveront à trouver eux-mêmes des solutions à leurs problèmes rendant par la même

inutiles toutes pressions directe ou indirecte du gouvernement pour suivre certaines directives. Je n'aime pas les solutions imposées comme celles qui ont été adoptées par la Grande-Bretagne et nous pouvons peut-être éviter un tel concours de circonstances en Ontario. Mais nous n'y arriverons que si les instituts de formation d'enseignants contribuent au développement de solutions adéquates et satisfaisantes. Avec plus de données en main, je serai bientôt en mesure de présenter à ces instituts ce qui semble constituer la meilleure alternative à considérer.

Questions et problèmes

1. Qui devrait avoir le contrôle de choses telles que le nombre de plac offertes par les instituts de formation d'enseignants, les nouveaux programmes, le recrutement des employés, l'importance et le nombre d'instituts, les buts de la main d'oeuvre ou de l'éducation générale et la spécialisation dans les instituts?

2. Qui s'occupe des programmes de développement professionnel--les conseils scolaires/le ministère de l'Education, les collèges ontariens de formation d'enseignants, les facultés d'éducation, ou des affiliés?

3. Comment les critères et procédures de surplus/redondance doivent-ils être établis? Quelle est la responsabilité d'un employeur en termes de recyclage, de transfert et de placement d'employés déclarés en surplus?

4. Quel devrait être la composition du personnel en considérant l'âge, l'expérience, le sexe, la compétence et le mérite?

Chapitre 7

Bâtiments et terrains scolaires

De tous les problèmes que cause la baisse dans les effectifs scolaires, celui de l'utilisation ou de la fermeture de classes désaffectées semble constituer la plus grande source de vexation. Les groupes communautaires locaux s'organisent et exercent leur pression sur les autorités scolaires à tous les niveaux depuis le principal, qui est le plus près et le plus accessible, jusqu'à la commission scolaire. Dans ce dernier cas, les malheureux commissaires se trouvent assaillis, menacés physiquement chez eux, dans la rue, à leur bureau et aux réunions de la commission, individuellement ou en groupe. On ne peut donc trop s'étonner que les commissaires et leurs représentants aient tendance à être vague et évitent aussi longtemps que possible d'aller au coeur du sujet, bien que l'expérience dans bien des cas vienne prouver que ces problèmes peuvent être résolus sans de telles effusions de colère et de ressentiment. Pour cela, il faut se préparer longuement et minutieusement, présenter longtemps à l'avance tous les faits et tous les plans à tous les intéressés et adopter une politique sans réserve de participation communautaire, du début à la fin, dans les décisions de fermeture de salles de classe ou d'écoles.

Cette façon de procéder ne constitue pas, comme on pourrait le penser à première vue, une fuite devant les responsabilités de la part des commissaires et de leurs représentants mais une reconnaissance claire du droit des citoyens, et des parents surtout, d'être informés et de participer au processus démocratique. Cette méthode présente le grand avantage d'éviter les conflits qui, lorsqu'ils surviennent, sont signe que les commissaires et leurs représentants ont ignoré les droits des autres.

Aborder la question des fermetures sur la seule base de l'économie d'argent est aussi une grosse erreur. Le rôle principal des commissaires et de leurs représentants est d'assurer la meilleure instruction possible aux enfants qu'on leur a confiés. Si les dépenses peuvent être réduites, tant mieux; si la meilleure solution (en terme de programme destiné aux enfants) coûte plus cher, c'est quand même de cette façon que les choses devraient être faites.

Encore une fois, l'expérience a prouvé maintes fois, dans cette province et ailleurs, que si l'on s'en tient à cet objectif primordial et si la participation de la communauté est complète et réelle, on pourra tout de même résoudre le plus ardu des problèmes à l'amiable et d'une façon satisfaisante. Il est amusant de remarquer que souvent en fin de compte les groupes de citoyens avaient raison d'insister pour le maintien de leur école communale. Excepté pour les grands centres urbains, l'école constitue souvent, dans la province, le coeur et l'âme d'une communauté en même temps que l'église ou les églises. La fermeture d'une école tient donc tout d'abord d'un problème humain bien plus que d'un balancement de livres de comptables ou de la présention de belles figures et de beaux plans d'un expert en efficacité.

Les chapitres antérieurs sur la population et les effectifs scolaires ont, je l'espère, prouvé au-delà du moindre doute, que nous devrons faire face au problème des salles de classe vides et d'écoles désaffectées pendant des années. C'est là en quelque sorte, le résultat de notre réussite car nous avons redoublé d'efforts, dans une époque antérieure, pour permettre l'expansion de notre système scolaire. Après la dépression et la deuxième guerre mondiale qui avaient vu un ralentissement dans la construction des écoles, les ressources et la main d'oeuvre étaient redevenues plus abondantes et le travail

reprit pour satisfaire les besoins accumulés; pourtant ce qui ne devait être qu'un programme modeste de rattrapage se transforma en une vague énorme de constructions tandis que l'explosion démographique de l'après-guerre continuait bien après la fin qu'on lui prévoyait. Le nombre d'années que les élèves passaient à l'école secondaire augmenta rapidement, si bien qu'avant même que les bébés d'après-guerre soient en âge d'aller à l'école secondaire, les dépenses pour les constructions et les terrains scolaires firent un bond.

Mais les règles de jeu ne sont plus les mêmes à présent, et les joueurs non plus. Les autorités scolaires de la province, excepté pour certaines régions en développement rapide, se soucient surtout de planifier le déclin et non plus l'expansion. Voyons à présent ce qui se fait en Ontario aujourd'hui.

Pratiques courantes dans l'utilisation ou l'abandon d'espace en surplus (salles de classe et écoles)

Tandis que le nombre d'inscriptions diminue, un nombre toujours plus grand de salles de classes -- surtout dans les écoles primaires jusqu'ici -- deviennent excédentaires. Techniquement parlant, selon la définition du ministère de l'Education, une classe est en "surplus" lorsqu'elle n'est utilisée ni par un enseignant ni par un nombre spécifié d'élèves. Il existe deux types d'espaces vacants:

1. Les espaces qui ne sont utilisés d'aucune manière
2. Les classes qui ne sont pas utilisées pour l'enseignement mais qui servent à des activités du ressort du conseil et auxiliaires au programme d'éducation (comme les réfectoires et les salles spéciales d'art).

Lorsqu'un tel espace est requis pour l'amélioration de l'unité de l'en-

seignement et que le ministère de l'Education a approuvé cet usage, il n'est alors généralement pas considéré comme espace "vacant".

D'abord, la plupart des écoles en profitent pour faire de la place à des activités qui n'en avaient pas jusque là. Cependant, avec le nombre grandissant de classes vides et lorsqu'il y a compatibilité avec les activités scolaires, les écoles ouvrent de plus en plus leurs classes à des usagers extérieurs -- qui ont des rapports avec l'école d'abord, puis à la communauté en général.

Lorsque la fermeture d'une école est prévue, certains conseils incluent dans leur politique des directives pour la cession de bâtiments et de terrains. Ceci est d'une grande importance puisque l'on a découvert que les parents d'élèves et autres membres de la communauté sont mieux disposés à accepter le <u>besoin</u> de fermer progressivement "leur école" si une procédure établie d'avance est suivie et que l'action ne semble pas arbitraire. L'usage envisagé de locaux abandonnés a été souvent une source de conflits pour les conseils scolaires.

Plusieurs pratiques pour les questions de "surplus" de locaux ont été adoptées par les conseils scolaires jusqu'ici, mais toujours dans le contexte général des procédures établies par le ministère. Certains de ces conseils étaient cités dans le premier bulletin d'information de la commission intitulé: "Locaux scolaires, la communauté et la baisse des effectifs scolaires comme études de cas". Ces conseils sont, par ordre alphabétique: Etobicoke, le comté de Frontenac, Hamilton, le comté de Hastings, le district de Lakehead, le comté de Lincoln, London, Niagara Sud, Nipissing, Ottawa, la C.S.C.R. de Sault Ste. Marie, Scarborough, Stormont, le comté de Dundas et Glengarry, la C.S.C.R. de Sudbury et Windsor.

Il faut cependant remarquer que la plupart des conseils qui se sont établis une pratique et/ou des directives pour les espaces en surplus sont de grandes commissions urbaines, peut-être parce que les problèmes de baisse des effectifs y sont déjà plus aigus. Cela est dû en partie aussi au concept d'usage communautaire des écoles qui est apparu dans les villes et au fait que les villes disposent généralement de l'expertise d'un bureau de planification et de recherche qui permet d'avoir accès à l'information statistique requise. L'opposition montante dans les communautés locales à la fermeture d'écoles peut être une troisième raison, nécessitant par là même un plus grand choix d'autres utilisations possibles.

Les directives du ministère de l'Education sont suivies dans l'utilisation et dans la cession de classes et de bâtiments en surplus:

1. Utilisation

   L'ordre suivant de priorités est suivi:

   (a) pour l'usage des élèves de la commission scolaire séparée ou d'autres écoles sans but lucratif

   (b) pour les besoins du système public d'éducation post-secondaire

   (c) pour les besoins de la communauté (centres communautaires, bibliothèques, garderies, etc.)

   (d) pour les besoins d'autres agences gouvernementales

   (e) pour les besoins du secteur privé.

2. Cession (vente)

   Si la commission ne peut pas louer un bâtiment, il peut être mis en vente sous les conditions suivantes et dans cet ordre:

   (a) à une autre commission scolaire

   (b) à un institut d'études post-secondaires public

(c) à la municipalité où se trouve le terrain ou au conseil correspondant

(d) à un ministère du gouvernement de l'Ontario ou à une autorité qui en dépend

(e) à une organisation à but non-lucratif subventionnée entièrement ou en partie sur une base continue par le gouvernement fédéral

(f) au public par appel d'offres, si aucune offre à un prix considéré comme acceptable par la commission scolaire n'est reçue dans les 90 jours de la part de l'un des organismes cités ci-dessus.

Certains conseils (dont la plupart de ceux qui ont été cité ci-dessus) ont élaboré un ensemble d'options basées sur les directives et les pratiques établies. Tout programme d'utilisation secondaire de locaux en surplus vise généralement à améliorer ou du moins à maintenir la qualité des services et les possibilités en éducation malgré la diminution continue des ressources financières. Il devient usage courant de considérer une des stratégies suivantes:

1. Ajuster les limites géographiques.
2. Compléter/améliorer les programmes dans les écoles qui ne sont pas d'un niveau désiré.
3. Transférer des programmes comme l'immersion en français, l'éducation spéciale et l'anglais comme deuxième langue.
4. Changer les structures présentes de l'organisation scolaire; réorganiser les divisions des classes.
5. Créer des classes à deux niveaux (éviter les classes à trois niveaux).
6. Jumeler ou associer des écoles.
7. Etablir des écoles à but spécial et à inscriptions libres.
8. Utiliser les classes vides pour les autres besoins du système public/séparé.

9. Partager les locaux avec un autre conseil et encourager leur utilisation par la communauté. Louer les locaux vides pour créer des revenus et pour diminuer les frais d'entretien.
10. Fermer une classe, ou plus, étant en surplus.
11. Rapatrier les 7e et 8e années dans les écoles périphériques.
12. Fermer l'école et transférer les élèves et les employés, ou échelonner la fermeture, une année scolaire à la fois. (Les transports constituent un critère important ici.) Essayer d'utiliser le bâtiment selon les méthodes (8) et (9) ci-dessus. Sinon, le mettre en vente avec la permission du ministère de l'Education. Fermer le bâtiment UNIQUEMENT s'il ne peut être ni vendu ni loué.

Les conseils scolaires adoptent des combinaisons de ces options. Les options 8,9,10 et 12 qui se rapprochent le plus de l'objet de notre étude sont traités ici d'une façon plus détaillée.

Utilisation des classes vides pour d'autres besoins du système public/séparé

Les jardins d'enfants juniors sont inclus dans cette option ainsi que les programmes de rattrapage; l'éducation physique ou en plein air améliorée; les arts, la musique, le français (immersion); l'anglais comme langue seconde; les langues ethniques (programme de langues d'héritage) dans les écoles situées dans des régions multiculturelles. Des programmes spéciaux d'enrichissement pour les élèves doués ont été introduits. Les écoles peuvent avoir besoin de la place en surplus pour en faire des salles de réunions, des salles à tout faire, des salles d'exercice, des centres de ressource, des salles d'entrepôt ou des bureaux d'orientation ou de coordonnateurs/esperts-conseil.

Les cours d'éducation permanente, en pleine expansion et fondés sur le

principe qu'on doit étudier toute la vie, offrent des programmes d'éducation et d'animation aux adultes (pendant la journée et le soir). Les programmes professionnels spéciaux ont de plus en plus de succès. Ils s'adressent aux élèves âgés de 13 à 15 ans qui ne peuvent ni suivre le programme normal ni en profiter. Les conseils scolaires d'Ottawa et de Durham comptent parmi ceux qui ont mis de tels programmes en pratique. Un conseil (celui d'Etobicoke) prévient qu'il n'est pas prudent de camoufler la baisse des effectifs dans une école en remplissant artificiellement la place vide. L'espace en surplus doit être rendu clairement visible à la communauté.

Louer les locaux vides pour créer des revenus ou pour diminuer les frais d'entretien, encourager leur utilisation par la communauté ou partager les locaux avec un autre conseil

L'espace en surplus qui dépend du gouvernement ontarien est loué moyennant un loyer fixé d'après les mémoranda et règlements du ministère de l'Education. Le montant du loyer est fixé sur la base de l'amortissement du coût: les représentants de beaucoup de conseils, comme celui de Scarborough, sont fortement d'avis que l'organisme locataire doit être prêt à défrayer le plein coût du fonctionnement/entretien par salle et par an; autrement, le programme normal d'éducation s'en ressentira. Les organismes d'éducation ou les agences à but non-lucratif en sont exempts. La compatibilité d'utilisation (avec les activités d'une école) doit aussi être une considération importante. Une clause de rupture est parfois incluse dans le bail.

A titre d'exemple, on peut citer le cas du conseil S.C.R.S. d'Ottawa qui loue actuellement trois écoles. Le conseil maintient une assurance sur les bâtiments et paie les coûts d'entretien des édifices. Toute perte de subvention résultant de la location est aussi ajoutée au loyer.

A l'occasion, une commission scolaire peut établir ses propres directives (le cas de London). La différence essentielle entre les deux tient dans des considérations d'ordre financier. Les demandes d'utilisation commerciale ne sont pas acceptées si l'usage de l'école pour les écoliers constitue encore un besoin.

Les conseils essaient d'encourager au maximum l'utilisation des locaux scolaires de plusieurs manières. Les espaces vacants sont utilisés le plus souvent pour l'éducation spéciale étendue*, les maternelles et des programmes pour enfants d'âge scolaire ou pré-scolaire. Des unités/cliniques de santé et de psychiatrie, différents groupes communautaires et des agences d'assistance sociale (l'Association d'assistance familiale, le Conseil de planification sociale, etc.) font bon usage des salles de classe en surplus. Parmi les usagers, on peut retrouver des agences d'animation ou de loisirs; le département des Parcs et Loisirs organise des programmes du jour et du soir pour les adultes et pour les enfants. Des écoles et collèges communautaires (tel Montessori) occupent alternativement des locaux scolaires. Certaines salles de classe sont converties en studios d'art/musique/dance et en bureau de commission. Parmi les autres usagers, on retrouve des citoyens du troisième âge, des immigrants, des bibliothèques et des services bénévoles, la Croix Rouge, des courts familiales, des Parents du Quartier, des projets d'Emploi Canada, des cliniques d'impôts sur le revenu*, des orchestres de chambre et des journaux communautaires. Certains conseils insistent sur l'utilisation multiple

---

*Au service des enfants à handicap mental, physique, émotif et de perception. Exemple: A l'E.P.S. de la rue Clinton à Toronto, un programme pour les enfants retardés a été intégré à l'école autant que possible.

*En échange de l'entrée gratuite des élèves aux répétitions et de cours gratuits de journalisme.

surtout dans le cas où un ou deux étages entiers deviennent vacants dans une école. Les demandes d'utilisation des communautés augmentent au moins aussi vite que les effectifs scolaires baissent. On commence à discerner un changement dans l'idée que l'on se fait de l'éducation et il se conçoit de plus en plus que l'éducation est une chose permanente à laquelle tout le monde, quels que soient l'âge et la condition socio-économique, peut participer pour son intérêt.

Le partage de locaux avec un conseil scolaire voisin est une pratique acceptée dans le cas de conseils adjacents dont les effectifs augmentent et baissent rapidement. Il est arrivé que deux conseils (public et séparé) avaient prévu en même temps la fermeture d'écoles; des consultations réciproques seraient à conseiller dans ces cas-là.

Fermer une salle de classe ou plus

Quelques conseils ont adopté une formule pour la fermeture de salles de classe en surplus. Ainsi, le conseil d'Etobicoke a établi que, d'après le nombre d'élèves en classes d'éducation spéciale (1-8, 9-16, 17+), une à trois salles en surplus sont mises à la disposition des écoles publiques pour les programmes d'enrichissement. Les salles de classe qui restent après cela sont fermées pour réduire les frais de chauffage et de nettoyage. (La commission d'Etobicoke a trouvé que le concierge ou le principal se trouvent quelquefois devant une situation où quelqu'un insiste qu'une salle vide soit ouverte pour un événement isolé. Il est donc préférable de changer les serrures et de laisser les clés dans un bureau de la commission. Les économies annuelles réalisées par Etobicoke sont estimées à $1,250 par salle de classe fermée. Plusieurs autres commissions pensent suivre l'exemple d'Etobicoke.

Fermer l'école et transférer les étudiants et les employés

La fermeture d'écoles est considérée comme une solution de dernier recours pour parer aux problèmes de baisse des effectifs. Etant un sujet éa controverses, surtout dans le cas des petites écoles de quartier, cette solution a été taxée de mesures expéditives à court terme qui ont des effets à long terme sur la cohésion d'un quartier. Dans bien des cas, une fermeture provoque le courroux des organisations de quartier. On ne réalise pas toujours les économies escomptées à cause des facteurs suivants: dépenses additionnelles pour les travaux requis par les écoles réceptrices, coût plus élevé des transports, subventions scolaires réduites, valeurs immobilières en baisse, la détérioration du voisinage et l'effet perturbateur sur les programmes d'éducation.

Il est cependant reconnu que, même si des économies sont réalisées, le coût n'est pas la seule question à considérer et les économies doivent être mises dans la balance en même temps que les facteurs de sécurité, de qualité de l'éducation et les effets sur le voisinage communautaire.

Il y a une commission qui utilise avec succès et depuis quelque temps un système spécial de fermeture d'écoles. Lorsqu'après les débats et les études de rigueur, l'administration recommande au conseil qu'une école soit fermée, tous les parents d'élèves reçoivent un avis par écrit de la décision et en sollicite leur opinion.

Le conseil nomme ensuite un comité formé des principaux de toutes les écoles concernées, des directeurs de l'éducation, de l'administrateur de gestion et de cinq personnes qui s'opposent le plus à la fermeture parmi les parents d'élèves. Aucun commissaire n'est nommé.

Le comité est mis au courant de tous les faits pour pouvoir prendre une décision en bonne connaissance du problème. Dans la plupart des cas, le comité a recommandé la fermeture de l'école.

Plusieurs conseils ont associé des écoles, organisé des années mixtes et fermé des salles de classe avant de fermer un bâtiment. Les parents d'élèves et les autres résidents sont donc déjà conscients de la baisse des effectifs dans ces écoles et aussi de l'augmentation du coût de l'éducation. Il leur semble alors plus raisonnable que le nombre d'écoles soit réduit.

Certains conseils se sont vus obligés de fermer jusqu'à 11 écoles après que les effectifs ont diminué de quelque 10,000 élèves.

Les confrontations entre les conseils et les communautés ont tendance à surgir au moment de la proposition de fermeture; les critiques se font très rares après la fermeture de l'école et après l'adaptation des enfants à leur nouveau milieu. Les administrateurs des conseils s'accordent à dire que plus on prend de temps pour préparer la communauté à la fermeture d'une école de quartier (de 18 mois à 3 ans), plus on a de chances que cela se fasse à la satisfaction de tout le monde.

Toutes les instances concernées trouvent que des lignes de conduite claires pour la fermeture d'écoles sont nécessaires, surtout lorsqu'il s'agit de céder un bâtiment*. Ces lignes de conduite contiennent des clauses sur (1) la composition et l'objectif des comités consultatifs, (2) les critères de fermeture, (3) la fermeture, (4) la transformation d'espaces et (5) deux articles facultatifs -- les transports et équipements/mobiliers.

---

*Certains rapports ne recommandent pas de lignes de conduite pour la fermeture d'écoles "chaque situation ayant un caractère unique".

Les critères de fermeture incluent:

1. autres utilisations du bâtiment impossibles (pour raisons d'emplacement, de mauvaises conditions de sécurité, etc.),
2. locaux disponibles dans d'autres écoles voisines,
3. existence d'alternative moins coûteuse,
4. échelle de l'école et fonctionnement qui ne conviennent pas à d'autres utilisations.

Les procédures de fermeture comprennent:

1. la collecte, l'analyse et l'assimilation d'information appropriée (projections d'effectifs en rapport avec la capacité selon la fonction, analyse du coût et des données démographiques pour chacune des écoles en question),
2. la détermination d'un transfert adéquat des élèves,
3. la communication avec le personnel scolaire au sujet des transferts,
4. la communication avec la communauté,
5. la réception de l'approbation de l'(des) administrateur(s) supérieur(s) (surintendant),
6. considération de cession des bâtiments et des terrains.

La responsabilité des transports n'étant pas comprise dans les lignes de conduite des conseils pour les cas de fermeture, une étude supplémentaire est faite en général. Parfois, un comité ad hoc est créé par le conseil. Bien que le sujet des études du transport et des sondages correspondants varie grandement, un certain nombre de conseils revoient périodiquement les questions de sécurité, de durée de voyage, d'emplacements de points de ramassage, d'arrangements pour le déjeuner et pour les activités après-l'école.

Si un bâtiment est temporairement fermé (verrouillé et utilisé comme entrepôt jusqu'à ce qu'on ait besoin de le rouvrir), il devient souvent l'objet de vandalisme, requiert un entretien coûteux et sa désafectation étonne les parents d'élèves. Les résidents se plaignent des détritus et des herbes sauvages qui envahissent le terrain. C'est pour cela que les commissions préfèrent trouver un locataire pour le bâtiment.

* * *

Enquête sur l'utilisation actuelle des bâtiments et terrains scolaires

On peut définir une forme acceptable d'utilisation alternative, toute utilisation qui profite à la communauté sans avoir d'effet perturbateur sur le voisinage. Les organisations éducatives qui offrent des programmes d'instruction et d'animation constituent les meilleurs locataires du point de vue de la communauté. Des biens scolaires vacants sont actuellement utilisés par des:

- centres municipaux d'art
- parcs ou terrains municipaux d'amusement
- clubs de service ou clubs ethniques
- centres d'éducation ou d'administration, y compris un centre professionnel de ressources
- collèges communautaires/annexes universitaires
- annexes professionnels junior
- écoles du jour pour adultes
- centres de formation des enfants retardés
- centres de réhabilitation d'alcooliques
- services d'appartements
- foyers de jeunes
- centres communautaires

- résidences privées (petites écoles rurales)
- écoles de rechange

Si on ne trouve pas de locataire, une décision pour la cession doit être prise. Le plus souvent, la propriété est vendue ou transférée de niveau (du niveau élémentaire au niveau secondaire ou vice-versa). Parmi les raisons avancées pour expliquer les ventes, on retrouve: la propriété "ne répond plus à un besoin scolaire"; certains petits conseils ont été regroupés en unités plus grandes et les terrains ont été expropriés pour l'élargissement de routes, d'égouts, d'échangeurs routiers, etc.; le bâtiment était en mauvais état; le bâtiment a été abandonné. Un très grand nombre de propriétés ont été vendues à des organisations de loisirs, d'éducation et de services sociaux. Parfois, la propriété est échangée à valeur égale lorsque la seule alternative est la vente pour $1.

En général, toute "nouvelle" utilisation de bâtiments et de terrains scolaires est faite en fonction des besoins en loisirs et en éducation de tous les membres, jeunes ou vieux, de la communauté, et du droit de chacun à l'éducation permanente.

Réserve actuelle de locaux scolaires en surplus

Le problème est d'une étendue saisissante à première vue. Si nous faisons la somme de toutes les places d'élèves libres en 1977, sans nous soucier des places ici et là qui ne devraient pas être comptées, nous obtenons le total incroyable de 600,000! Sachant combien il est difficile de croire à l'exactitude d'un tel chiffre ou même de l'accepter sans y croire, nous avons pris les données disponibles et nous les présentons plus bas aux tableaux 7.1, 7.2 et 7.3.

TABLEAU 7.1

NOMBRE ESTIME DE CLASSES EXCLUSIVEMENTAIRES EN ONTARIO,
PAR CONSEIL, 1976 -- ELEMENTAIRE PUBLIQUE

Comté/district	Capacité (Nov. 77)	Effectifs (Sept.76)
Atikokan	1,460	913
Brant	16,488	12,099
Bruce	8,033	8,047
Carleton	30,016	23,543
Central Algoma	2,528	1,712
Chapleau	565	371
Cochrane-Iroquois Falls	2,474	1,741
Dryden	5,007	3,508
Dufferin	5,805	4,809
Durham	38,774	30,656
East Parry Sound	4,182	3,015
East York	14,880	10,010
Elgin	11,706	9,660
Espanola	1,911	1,319
Essex	14,316	10,716
Etobicoke	49,283	31,416
Fort Frances-Rainy River	3,883	2,425
Frontenac	17,663	11,531
Geraldton	901	566
Grey	13,662	10,361
Haldimand	6,503	4,832
Haliburton	2,151	1,644
Halton	41,190	31,344
Hamilton	47,385	29,100
Hastings	16,921	13,292
Hearst	490	390
Huron	10,061	7,656
Kapuskasing	1,156	806
Kenora	2,796	2,089
Kent	15,321	12,111
Kirkland Lake	2,730	1,729
Lake Superior	2,730	1,301
Lakehead	20,730	13,157
Lambton	21,587	14,586
Lanark	7,049	5,378
Leeds & Grenville	13,584	10,535
Lennox & Addington	6,900	5,510
Lincoln	29,805	21,014
London	41,643	27,713
Manitoulin	1,567	1,212
Michipicoten	641	589
Middlesex	11,144	8,380
Muskoka	6,140	5,121
Niagara South	30,682	20,599
Nipigon-Red Rock	1,016	635
Nipissing	8,744	6,038
Norfolk	8,987	6,770
North Shore	2,746	1,874
North York	99,016	60,175
Northumberland & Newcastle	18,481	13,738
Ottawa	36,499	20,381
Oxford	14,442	11,263
Peel	67,352	51,603
Perth	11,283	8,740
Peterborough	14,939	12,224
Prescott & Russell	1,183	1,218
Prince Edward	4,543	3,217
Red Lake	1,217	1,153
Renfrew	11,833	8,282
Sault Ste. Marie	13,356	9,116
Scarborough	79,123	54,904
Simcoe	32,331	28,019
Stormont, Dundas & Glengarry	11,692	7,365
Sudbury	20,237	12,773
Timiskaming	4,133	2,921
Timmins	4,375	3,208
Toronto	90,286	58,348
Victoria	7,486	6,174
Waterloo	42,395	32,349
Wellington	19,664	15,269
Wentworth	19,230	12,800
West Parry Sound	3,657	2,535
Windsor	25,137	15,582
York Borough	18,997	13,676
York	34,776	28,200
TOTAL	1,312,966	929,056

1018

TABLEAU 7.2

NOMBRE ESTIME DE CLASSES EXCEDENTAIRES EN ONTARIO,
PAR CONSEIL, 1976 -- SECONDAIRE

Comté/district	Capacité (Nov.77)	Effectifs (Sept.76)
Atikokan	780	603
Brant	8,230	6,744
Bruce	4,905	3,632
Carleton	17,740	15,134
Central Algoma	900	749
Chap	400	364
Coc e-Iroquois Falls	2,170	1,800
Dryden	2,220	1,866
Dufferin	2,500	2,351
Durham	19,850	17,019
East Parry Sound	1,130	1,351
East York	4,330	5,033
Elgin	6,310	4,855
Espanola	1,460	1,150
Essex	8,970	8,687
Etobicoke	24,095	22,012
Fort Frances-Rainy River	2,235	1,661
Frontenac	9,870	8,135
Geraldton	830	711
Grey	6,480	5,552
Haldimand	4,055	2,975
Haliburton	710	676
Halton	21,810	20,935
Hamilton	27,135	18,710
Hastings	10,545	9,198
Hearst	5,730	4,689
Kapuskasing	3,250	2,271
Kenora	1,885	1,675
Kent	9,984	8,370
Kirkland Lake	1,820	1,707
Lake Superior	1,415	968
Lakehead	11,850	9,603
Lambton	9,670	8,897
Lanark	4,145	3,619
Leeds & Grenville	7,675	6,232
Lennox & Addington	3,750	2,725
Lincoln	15,810	12,629
London	24,810	18,554
Manitoulin	960	931
Michipicoten	790	580
Middlesex	4,685	4,373
Muskoka	2,700	2,835
Niagara South	18,640	14,359
Nipigon-Red Rock	815	470
Nipissing	10,325	7,467
Norfolk	5,465	4,004
North Shore	2,530	1,731
North York	30,745	36,203
Northumberland & Newcastle	9,915	7,858
Ottawa	32,395	25,211
Peel	31,370	28,784
Perth	5,865	5,540
Peterborough	9,640	7,785
Prescott & Russell	4,835	4,251
Prince Edward	1,600	1,497
Red Lake	650	489
Renfrew	9,145	7,855
Sault Ste. Marie	10,505	6,968
Scarborough	33,625	31,755
Simcoe	18,935	15,959
Stormont, Dundas & Glengarry	11,439	9,232
Sudbury	19,490	15,040
Timiskaming	3,180	2,578
Timmins	4,765	3,773
Toronto	37,905	36,790
Victoria	3,390	3,159
Waterloo	21,635	17,850
Wellington	9,670	8,695
Wentworth	8,885	7,471
West Parry Sound	1,240	1,367
Windsor	15,910	12,910
York Borough	9,790	8,562
York	19,235 1014	16,446
TOTAL	711,293	610,918

TABLEAU 7.3

NOMBRE ESTIME DE CLASSES EXCEDENTAIRES EN ONTARIO,
PAR CONSEIL, 1976 -- SEPARE

Comté/district	Capacité (Nov.77)	Effectifs (Sept.77)
Atikokan	565	366
Brant	5,257	3,445
Bruce-Grey	3,937	3,131
Carleton	21,390	15,692
Chapleau Panet & Township	675	404
Cochrane-Iroquois Falls	3,417	1,995
Dryden	700	434
Dufferin-Peel	22,382	21,919
Durham Region	11,739	8,567
Elgin	2,122	1,658
Essex	12,343	10,358
Fort Frances — Rainy River	1,130	659
Frontenac-Lennox & Addington Co.	5,986	4,381
Geraldton	1,130	854
Haldimand Norfolk	3,751	2,739
Halton	10,382	8,225
Hamilton-Wentworth	31,194	22,320
Hastings-Prince Edward	4,850	3,909
Hearst	2,405	1,570
Huron-Perth	3,958	2,986
Kapuskasing	5,549	3,088
Kenora	1,546	1,256
Kent	7,277	5,768
Kirkland Lake	2,883	1,634
Lakehead	8,413	7,023
Lambton	7,133	5,615
Lanark, Leeds & Grenville	4,463	2,949
Lincoln	11,226	8,475
London & Middlesex	16,339	11,085
Metropolitan Toronto	103,242	90,876
Michipicoten	990	679
Nipissing	13,845	9,133
North Shore	4,722	3,180
Ottawa	42,454	20,710
Oxford	3,121	2,184
Peterborough, Victoria, Northumberland & Newcastle	7,627	5,999
Red Lake	210	95
Renfrew	9,948	6,093
Sault Ste. Marie	8,937	7,301
Simcoe	8,621	5,781
Stormont, Dundas & Glengarry	15,277	8,974
Sudbury	32,904	23,831
Timiskaming	3,740	1,983
Timmins	7,554	5,268
Waterloo	22,983	16,827
Welland	16,412	11,910
Wellington	6,882	4,959
Windsor	25,638	17,358
York Region	9,006	7,675
TOTAL	570,088	420,673

On peut déduire la place en surplus de deux ensembles de données fournis par le ministère de l'Education. Les résultats sont donnés plus bas: (1) effectifs[1] en 1976 et (2) les charges[2] d'élèves, déterminés par le ministère pour les besoins législatifs au chapitre des subventions (plan de subvention de capitaux). La différence -- entre (1) et (2) -- est divisée par le taux X moyen d'élèves par salle de classe à l'élémentaire et Y au secondaire.

Ces taux varieront d'un conseil à l'autre. Dans le premier bulletin d'information de la Commission: "Locaux scolaires, la Communauté et la baisse des effectifs", on a demandé aux conseils de calculer chacun le nombre des salles de classe en surplus dans leur zone de responsabilité respective. Espérons que ce bulletin arrivera à convaincre les systèmes scolaires, partout dans la province qu'il y a vraiment de la place non-utilisée.

L'étendue de l'espace scolaire en surplus peut être projetée en utilisant les prévisions des effectifs (que l'on peut obtenir jusqu'à l'année 1986 auprès du département de planification de l'Education d'OISE) et les charges actuelles d'élèves. La procédure indiquée plus haut est suivie encore une fois. Le fait qu'une commission ait un surplus d'espace ne garantit pas que l'emplacement de cet espace en permette une exploitation économique.

Les responsables de l'explosion dans la construction des années cinquante et soixante ont-ils dilapidé de l'argent comme ces nobles prodigues et appauvris? Il faut répondre non à cette question. Il nous fallait prévoir des bâtiments pour tous ces enfants que nous élevions et pour tous ceux aussi qui ont déferlé des autres provinces et des autres pays. Souvenez-vous que ce

---

[1]Dossiers et systèmes d'information.

[2]Analyse des données en éducation.

n'est qu'après le recensement de 1966 qu'apparut le premier signe clair d'une baisse éventuelle des effectifs et personne ne pouvait prédire alors que la baisse de fécondité serait si prononcée et allait durer aussi longtemps, ni qu'elle serait accompagnée de conditions économiques que nous comprenons mal et appelons, sans nous y accoutumer, dans notre désespoir "stagflation". En vérité, tout s'est effondré et nous sommes pris dans une situation peu enviable malgré les milliers de classes préfabriquées portables, souvent inadéquates aussi bien que désagréables à la vue et qui ont poussé partout comme des champignons pour pallier à ce qui semblait être un besoin passager dans bien des communautés (les parents veulent bien laisser derrière eux, en déménageant, une bonne école pour répondre à l'appel du large ou d'un meilleur emploi). Remarquez que même après que la baisse des effectifs était devenue une quasi-certitude, les bâtiments dont la construction avait été entamée devaient être achevés et le secteur des écoles secondaires était encore en pleine expansion. L'arrêt se fit quand même brusquement, comme l'indique le tableau 7.4:

Tableau 7.4

Dépenses des conseils scolaires, 1967 à 1977

(d'après des rapports du ministère de l'Education)

Année	Dépenses (000)
1967	$285,742
1968	300,990
1969	284,034
1970	269,570
1971	277,927
1972	211,731
1973	165,481
1974	162,425
1975	176,264
1976	144,111
1977	108,000 (estimation)

Résumé historique du financement des constructions scolaires

Les fonds provenaient de plusieurs sources dont le ministère de l'Education, le gouvernement fédéral (indirectement), les impôts locaux (dépenses en capital des revenus courants) et les emprunts en offrant des obligations (et aussi les fonds d'églises et même les revenus de lotterie et de bingo, si l'on devait savoir la vérité).

A la fin de la deuxième guerre mondiale, une méthode presqu'universelle de financer les nouvelles constructions était d'emprunter de l'argent en offrant des obligations à long terme (25 ans en général) sur le marché public. Les autres, c'est-à-dire, les conseils scolaires publics primaires et secondaires, devaient passer par les municipalités qui offraient et vendaient pour eux des obligations. Les conseils scolaires primares ruraux, y compris ceux situés dans des communes rurales, devaient d'abord soumettre leur proposition d'emprunt à l'approbation de leurs électeurs; quand la permission était obtenue, le conseil scolaire pouvait demander au conseil municipal d'offrir des obligations (avec l'approbation de la commission municipale de l'Ontario). Les conseils scolaires urbains primaires et secondaires réclamaient simplement que leur conseil municipal offre des obligations. Si le conseil l'approuvait, comme dans 90% des cas, les obligations étaient offertes (avec l'approbation de la CMO encore une fois), sans faire appel aux électeurs. Si, cependant, le conseil refusait d'offrir des obligations, le conseil scolaire pouvait porter la question devant ses électeurs et si le vote était favorable, le conseil municipal était alors obligé d'offrir les obligations après que la CMO les avaient approuvées. Cette méthode de financement des constructions scolaires présentait trois inconvénients majeurs:

1. Les zones scolaires devenaient de plus en plus grandes dans les années cinquante et dépassaient les limites des municipalités. Il fallait donc décider quelle serait la municipalité qui serait responsable des obligations. Il fallait aussi tenir compte du droit de véto. Plus d'une municipalité étant concernée, un seul refus de partager la dette suffisait à abandonner l'offre d'obligations.
2. La plupart des municipalités ne disposant que de peu de biens immobiliers comme nantissement, l'intérêt sur les obligations scolaires était en général élevé.
3. La Commission municipale de l'Ontario se sert du rapport de la dette municipale avec l'assiette imposable totale comme critère pour approuver un emprunt. Parfois, une dette excessive dans une municipalité obligeait la CMO à refuser l'emprunt d'un conseil scolaire desservant plus d'une douzaine de municipalités.

Ce problème était en général long à résoudre et parfois un arrêté ministériel était nécessaire pour obtenir l'offre des obligations.

La période d'après-guerre vit plusieurs changements dans le financement par emprunt des constructions scolaires. En 1957, les conseils scolaires dans les communes organisées n'étaient plus tenus de soumettre un programme d'emprunt au suffrage de leurs électeurs et pouvaient désormais s'adresser directement à la municipalité comme leurs homologues primaires et secondaires des zones urbaines.

En 1965, lorsque tous les conseils scolaires dans les communes organisées furent regroupés en un conseil par commune, les seules conseils encore obligés de faire plébisciter leur décision étaient ceux des communes non-organisées ou des régions sans plan cadastral (où il n'y avait pas d'autorité municipale

pour s'engager aux noms des contribuables). Cela voulait dire qu'après 1965, les conseils scolaires ne pouvaient plus obliger le conseil municipal à offrir des obligations en obtenant le consentement des contribuables (suivi, bien sûr, de l'approbation de la CMO). Au lieu de cela, la Loi de 1965 permettait d'inclure dans les dépenses courantes jusqu'à deux millièmes chaque nnée en biens d'équipement, sans avoir besoin de la sanction habituelle pour les emprunts par obligations du conseil municipal ou de la CMO. Cette limitation a été ramenée à un millième dans le cas des conseils -- ce qui constitue une petite ou une grosse somme d'argent selon le conseil scolaire. Cependant, l'élan et l'assistance à la construction venaient surtout de la province sous forme d'aide financière au chapitre du plan d'aide à l'éducation.

Aide provinciale pour les dépenses en immobilisations

Les premières années d'après-guerre virent de grands changements dans la nature et dans l'importance de l'aide financière provinciale pour les dépenses scolaires. En 1945, l'aide législative aux conseils scolaires primaires et secondaires était passée de $8,980,273 à $26,606,874 en un an -- ce qui constitue une augmentation de 196%. Cette année-là, le nouveau plan d'aide était basé sur le principe du "coût approuvé", la province se chargeant d'un pourcentage variable de ces coûts pour les conseils primaires des municipalités urbaines selon la population et selon l'assiette par classe dans les régions rurales, et pour les commissions secondaires selon le rapport du coût approuvé sur l'assiette à but scolaire. Pour les deux niveaux, le "coût approuvé" tient compte du service de la dette (intérêt et principal) et des dépenses en immobilisations sur le revenu courant.

Après 1945 cependant, des limites par élève étaient placées sur la somme totale du coût approuvé. Ainsi, de 1945 à 1949 les nouvelles constructions

étaient subventionnées dans la même proportion que les salaires des enseignants par exemple. Cela n'était plus vrai, cependant si un service de la dette et des coûts de transport élevés faisait dépasser la limite par élève de son coût approuvé à un conseil, et c'était là un danger. Pendant que les dépenses en immobilisations augmentaient après 1945, ce problème devint plus aigu jusqu'à ce qu'un nouveau plan d'aide qui définissait le coût approuvé d'une façon moins globale fût adopté en 1950. La limite par élève sur le coût total approuvé fut supprimée et fut placée (pour les conseils primaires) sur le salaire des enseignants seulement. A cette somme on ajoutait entre autres: "les déboursés provenant des fonds courants... en rapport avec le principal, l'intérêt et autres dûs... sur les obligations et sur les emprunts de capital (et pour) les nouvelles écoles, l'agrandissement des écoles, l'ajout de salles de classe."

Cela signifiait non seulement que tout le service de la dette pouvait être subventionné dans la même proportion que les salaires (dans les limites prescrites) mais que les conseils, qui se prévalaient du droit, cité plus haut, selon lequel un agrandissement ou une école entière pouvait être financé en un an par l'addition de deux millièmes au revenu courant (ce qui n'était pas très difficile pour les grandes villes), recevraient un même soutien financier de la province.

Pour les conseils secondaires, le coût approuvé ne comprenait ni les salaires des enseignants ni les autres dépenses courantes, mais il comprenait toutes les formes de dépenses pour les nouvelles constructions. L'aide payée aux conseils secondaires sur le coût approuvé allait de 15% à 30% en bas de l'échelle (selon le genre et la situation géographique d'une municipalité) à une proportion de 50% à 75% en haut de l'échelle.

Comme la prolifération de nouveaux bâtiments du primaire et du secondaire continuait de plus belle dans les années cinquante, le service élevé de la dette et le coût toujours plus élevé des transports (à cause de la centralisation rapide des écoles primaires et secondaires dans les régions rurales) devenaient un poids plus lourd pour les impôts immobiliers et/ou freinait la réalisation d'un réseau complet d'écoles centrales. Un nouveau plan d'aide fut donc introduit en 1958. Le nouvel élément, en rapport avec l'objet de ce chapitre, que l'on découvre est l'introduction du principe de l'aide-à-la-croissance. Ce principe signifiait essentiellement que l'aide allant à un conseil augmentait non seulement lorsque son assiette imposable unitaire diminuait, mais aussi lorsque le service de sa dette, ses dépenses en transport et en immobilisations sur les revenus courants (appelées dépenses extraordinaires) par élève augmentaient.

De 1958 à aujourd'hui, ce concept a fait que, pour tous les conseils, l'aide payée à titre de dépenses extraordinaires dépassait ce que l'on accordait à titre ordinaire. On peut alors avancer qu'une telle méthode pousse les décisions budgétaires vers les dépenses extraordinaires au détriment des dépenses ordinaires. Le ministère a pris une série de mesures pour réduire cet effet. De 1954 à 1959 le coût approuvé du service de la dette se basait sur la valeur de $20,000 par salle de classe, et seules les salles essentielles étaient comptées. Ainsi, une nouvelle école de dix salles de classe pouvait avoir une valeur approuvée pour l'aide de $200,000; mais l'école pouvait avoir un coût total de $400,000 si le conseil décidait d'y ajouter une cafétéria, un amphithéâtre, un gymnase, une bibliothèque et un atelier. La politique ministérielle était de permettre la construction d'un tel bâtiment mais de n'inclure dans le coût approuvé que 50% du service de la dette sur ce bâtiment au cours des vingt à vingt-huit ans de durée de la dette. Le solde de 50%

devait provenir des impôts locaux de même que la part du coût approuvé revenant au conseil scolaire. En dehors des quelques conseils les plus capables, les bâtiments construits suivirent de plus près possible les niveaux approuvés par le ministère. Les conseils pauvres n'aménageaient pas de salles d'activités générales, ni de bibliothèques ni de salles de gestion ménagère. En 1960, la limite approuvée dans les écoles secondaires était portée à $25,000 par salle de classe et le règlement devenait plus souple sur ce qu'on pouvait considérer comme salle de classe.

Bien que deux changements majeurs dans la structure de l'aide soient intervenus depuis 1958 (l'un en 1964 et l'autre en 1969), les dispositions prévues pour les dépenses extraordinaires et par conséquent pour le service de la dette et pour les dépenses en immobilisations sur le revenu courant sont restées essentiellement les mêmes: le taux d'aide pour les dépenses extraordinaires a augmenté en même temps que le total des dépenses par élève.

Certains changements sont intervenus dans la structure de l'aide et dans la politique provinciale qui touche les autorisations de construire des bâtiments scolaires:

1. Une nouvelle méthode d'autorisation des dépenses en immobilisations a été adoptée en 1967 (rétroactive jusqu'en 1965). La nouvelle formule liait l'autorisation au type de salle (salle de classe, amphithéâtre, cafétéria), à la taille du bâtiment en termes de places pour les élèves et à l'emplacement géographique considéré. En utilisant des "facteurs d'unité de local" d'après le type d'école et la surface considérée, une mesure bien plus précise de l'espace requis et approuvé devient possible. Des différences régionales de construction unitaires étaient aussi considérées. Il en résulte

qu'entre 80 et 100% des projets dont les crédits avaient été coupés depuis 1965 étaient reconnus pour l'aide.

2. Depuis 1967, les obligations étaient vendues à la Corporation Ontarienne d'Aide en Capitaux pour l'Education (financée à l'aide de fonds du Régime de Pension de Retraite du Canada) plutôt que mises sur le marché. Désormais une source de fonds à des taux d'intérêt plus bas était donc assurée.
3. Le début des années soixante-dix vit encore un changement dans la politique du ministère de l'Education. Afin d'empêcher que les impôts municipaux n'augmentent encore, les commissions scolaires n'étaient plus autorisées à construire d'écoles dont la valeur dépasserait la somme approuvée par le ministère. Cette décision fut prise tout de suite après la publication du deuxième rapport intérimaire du Comité sur le coût de l'éducation, qui recommandait que "la somme des capitaux d'immobilisations mise à la disposition de la Corporation Ontarienne d'Aide en Capitaux pour l'Education pour les constructions scolaires au primaire et au secondaire ne dépasse pas $50 millions par an en dollars de 1972 pour chacune des années fiscales de 1973 à 1981 inclus, ce qui constitue une réduction de $109 millions par rapport à la somme allouée en 1972".

Les conseils étaient tenus de préparer des plans quinquennaux pour les changements des besoins en locaux et toute demande de construction d'école devait être justifiée sur une base bien plus stricte qu'auparavant. La nouveauté était la décision de considérer les besoins de l'élémentaire au niveau global de toute la région et de demander au conseil scolaire public et séparé de coopérer si les besoins de l'un correspondaient au surplus de l'autre.

4. Lorsqu'en 1969, de nouveaux conseils scolaires de district et de comté furent créés, l'autorité d'offrir des obligations pour les écoles primaires et secondaires leur fut transférée alors qu'elle appartenait jusque là aux conseils municipaux et de comtés. Le conseil municipal du Toronto métropolitain est le seul à offrir et à autoriser des obligations du primaire et du secondaire.
5. En 1976, l'élément besoins-de-croissance du plan d'aide en vigueur depuis 1958, était abandonné mais réinstitué en 1977 avec la différence que les dépenses en immobilisations, sur les fonds de revenu, et le service de la dette sur les obligations offertes en 1977 ne se qualifiaient toujours pas dans le cadre du besoin-de-croissance.

Evaluation des documents existants sur les autres utilisations possibles des propriétés scolaires

Sachant le nombre de conseils scolaires qui doivent faire face à ces problèmes chaque jour, j'ai décidé d'apporter mon aide en fournissant des renseignements pratiques. J'espère bien ne pas être mal compris en disant que j'aimerais bien attirer votre attention sans forcément appuyer ni recommander les pratiques suivantes individuellement ou dans leur ensemble. De toutes les façons, je préfère courir ce risque plutôt que de laisser les conseils scolaires sans aide en ce moment; je sais bien que l'on me reprochera d'aborder ce sujet dans le premier bulletin d'information, mais on a besoin de secours et la tête dure d'origine irlandaise résistera bien à quelques petits pavés!

Sept articles ont été choisis dans le cadre de cette évaluation sur la base de leur clarté, de leur utilité et de leur application générale. Ils devraient constituer une base solide de familiarisation sur le sujet d'autres utilisations possibles des locaux scolaires en surplus.

1. Corman, Linda. Community Education in Canada: An Annoted Bibliography. Série bibliographique No 2, Toronto, 1975.

Résumé: Une bibliographie en quatre parties de bandes vidéo et d'écrits canadiens sur l'"éducation communautaire au Canada". Le chapitre 1, Ecoles communautaires/Education communautaire, donne une liste d'éléments en rapport avec les théories et les définitions. On cite certaines écoles communautaires au Canada, des méthodes généralisées de développement d'écoles communautaires, des programmes particuliers, et le rapport de la Commission d'enquête sur l'utilisation des locaux scolaires (Ontario). Les articles comprennent des discussions sur l'utilisation et le contrôle communautaire des écoles. Le chapitre 2 donne simplement une liste de travaux sur l'utilisation communautaire: raisons, problèmes et procédures, et enquêtes. Le chapitre 3 traite du contrôle communautaire des écoles -- le pour et le contre et les stratégies. Le dernier chapitre donne une liste d'autres bibliographies, y compris de travaux faits aux Etats-Unis.

Remarque: Cette bibliographie détaillée et complète devrait être d'une grande utilité à toute personne impliquée dans l'utilisation d'écoles communautaires, étant donné surtout qu'elle ne se limite pas à l'Ontario et donne une vue d'ensemble du Canada.

2. Commission d'enquête sur l'utilisation des locaux scolaires. Rapport final. Charles E. McIlveen, président. Assemblée législative de l'Ontario. Toronto, 1975.

Résumé: Le rapport final, intitulé: Ce qui suivra dépend de vous, rassemble les idées et les recommandations des trois rapports intérimaires et une discussion des réactions aux travaux antérieurs. Les sujets traités sont les

écoles comme locaux communautaires, les écoles communautaires, l'utilisation communautaire des écoles, les programmes permanents d'éducation, l'éducation libre en Ontario. Parmi les recommandations, deux d'entre elles s'appliquent directement à l'espace scolaire en surplus: Les 14^{e} et 15^{e} recommandent la participation communautaire avant toute décision sur l'utilisation d'espace, sur la fermeture d'école et sur la vente ou la cession de la propriété scolaire. Les quarante et une autres recommandations concernent l'adoption d'un système d'éducation communautaire, de planification et de conception de locaux communautaires, d'accessibilité pour les handicapés. On discute le mode de paiement pour l'utilisation communautaire des écoles, la planification et l'organisation de l'année scolaire et l'institution d'un conseil de l'éducation libre. La participation publique dans la planification tient une place importante mais ce n'est pas le cas pour les décisions finales.

Remarque: Suivant deux principes de base, c'est-à-dire -- l'éducation devant se faire toute la vie et l'éducation de se limitant pas aux institutions traditionnelles, ce rapport donne une vue d'ensemble des idées avancées sur l'utilisation de locaux d'éducation; en tant que tel, il mérite une lecture attentive de la part de toutes les personnes concernées par l'utilisation d'espace scolaire en surplus qu'elles soient d'accord ou non avec les termes et/ou l'objet de chaque recommandation. Le rapport invite aussi à la discussion sur ce que devrait être la mesure de la participation de la communauté locale dans certains domaines et sur le rôle consultatif joué par certains comités communautaires scolaires qui constitue l'un des défauts du programme d'éducation communautaire du ministère.

3. Rideout, E. Brock, et al. Conséquences éducatives, sociales et financières de la baisse des effectifs sur les conseils scolaires. (Chapitre 4: Al-

ternative pour l'utilisation durant le jour de l'espace scolaire vacant). Ministère de l'Education, Ontario, 1977.

Résumé: Le chapitre 4 étudie les autres utilisations possibles d'espace pour qu'une école en baisse d'effectif puisse être gardée ouverte. Après une enquête préliminaire, vingt-neuf écoles furent retenues pour l'étude parce qu'elles comprenaient des espaces vacants utilisés pour autre chose que les buts éducatifs ordinaires.

Les résultats que l'on peut dégager de cette étude sont présentés sous les titres: (1) mesure et emplacement d'espace en surplus (2) utilisation de l'espace en surplus dans des buts éducatifs (3) utilisation d'espace en surplus par des agences extérieures (4) problèmes des autres utilisations de jour (5) avantages des autres utilisations de jour (6) ententes de location et (7) méthode de demande. On trouvera en annexe une étude de cas d'autres utilisations d'espace en surplus dans douze des écoles mentionnées. Une bibliographie est donnée à la fin de l'étude.

Remarque: Toute personne s'intéressant à l'intensité, au genre d'autres utilisations possibles durant le jour des espaces vacants dans les écoles de l'Ontario, et aux avantages et inconvénients qui vont de pair, devrait trouver utiles et intéressants les résultats détaillés de cette étude. Les expressions du genre "espace vacant", "autres utilisateurs/utilisations de jour" sont clairement définies, ce qui n'est pas le cas dans le rapport de la Commission d'enquête où certaines expressions ne sont pas très claires.

4. Rideout, E. Brock, et al. Comment pallier aux problèmes de baisse des effectifs: Conséquences éducatives, sociales et financières de la baisse des effectifs sur les conseils scolaires. Ministère de l'Education, Ontario, 1975.

Résumé: Ceci était le rapport final de la première année du contrat de recherche: Conséquences éducatives, sociales et financières de la baisse des effectifs sur les commissions scolaires. Ce rapport porte sur la seule partie de l'étude achevée à ce moment-là et consiste principalement en une série d'études de cas de conseils qui avaient entrepris de fermer des écoles. Neuf cas sont rapportés au chapitre 2. L'idée était que ces études de cas pouvaient "permettre au ministère de tirer des conclusions sur les facteurs controversés liés aux fermetures d'écoles proposées surtout et aux clivages éducatifs, sociaux et financiers". Le chapitre 3 suggère quelques directives basées sur les études de cas et s'adresse aux conseils qui doivent procéder à la fermeture d'écoles. L'information provenant de la politique des conseils et d'autres études sur la baisse des effectifs est combinée avec les résultats de la recherche. Le chapitre 4 comprend les résumés de références choisies sur la baisse des effectifs divisés comme suit: (1) tendance des effectifs (2) dimension des écoles (3) coûts (4) l'administration dans le contexte de la baisse des effectifs et (5) locaux. Une bibliographie de textes choisis est donnée à la fin du rapport.

Remarque: La lecture des neufs études de cas devrait être utile à tout commissaire ou représentant de commission qui risque d'être impliqué dans une décision de fermeture d'école. Les études indiquent les erreurs à ne pas commettre et décrivent les conditions qui permettent des fermetures bien faites lorsque celles-ci sont nécessaires. Elles donnent des détails qui peuvent permettre aux parents et aux représentants communautaires, de faire des propositions constructives à propos de l'alternative et de la participation communautaire à la décision de fermeture/non-fermeture.

Les directives déduites de ces cas et d'autres sources devraient aussi

être utiles à des commissions plus petites.

5. Espace scolaire en surplus: Options et possibilités/Surplus School Space: Options and Opportunities. New York: Educational Facilities Laboratories, 1976.

Résumé: Cet article (Espace scolaire en surplus) complète l'article antérieur de l'EFL intitulé Fewer Pupils/Surplus Space, 1973, (Moins d'élèves/Plus d'espace). Il porte sur le problème public complexe de ce que l'on doit faire des locaux publics plutôt que sur la seule question: fermer ou ne pas fermer? Il constitue un guide pour la participation communautaire dans les décisions portant sur l'espace scolaire en surplus. On y trouve des suggestions d'options pour les écoles qui doivent être fermées et celles que l'on garde ouvertes avec un grand nombre de salles de classe vides. La planification doit se faire au niveau de tout le district car la tendance à la baisse des effectifs est générale; mais elle doit tout de même tenir compte des tendances démographiques locales, du zonage et développement potentiel des terres, des écoles privées de la région, des coûts, des besoins locaux en éducation, de l'aide et des règlements gouvernementaux et du rôle de l'école dans la communauté. De nombreux avantages découlent de la fusion de l'école et de la communauté.

Remarque: Cet article, publié au bon moment, s'adresse à un public plus varié que le précédent — il intéresse non seulement l'administrateur scolaire, le planificateur/architecte d'écoles, mais aussi toute personne appelée à participer à l'élaboration de politiques publiques. Il constitue un guide précieux pour la compréhension des conditions de baisse des effectifs, de la méthode que l'on peut suivre pour y parer raisonnablement et des options qu'ont les conseils à part la fermeture ou l'abandon d'écoles.

6. L'école secondaire: Réduction, rénovation et valeur immobilière/The Secondary School: Reduction, Renewal and Real Estate. Education Facilities Laboratories, 1976. New York.

Résumé: Ce troisième article de l'EFL, qui s'occupe surtout de l'effet de la baisse des effectifs sur les locaux scolaires, s'intéresse à l'avenir des écoles secondaires. La baisse des effectifs à venir dans les écoles secondaires pourrait être le moment opportun pour un remaniement général de l'enseignement secondaire (et pour les adultes). Un usage communautaire semblable à celui des écoles primaires est possible; l'intégration systématique de l'école dans la communauté au moyen de programmes travail-étude, et de programmes pour adultes, constitue une autre possibilité. Le financement de nouveaux types d'écoles, en louant des locaux à des locataires qui participent au programme d'éducation à but lucratif, y est suggéré.

Remarque: Peu de communautés doivent faire face aujourd'hui au problème de l'utilisation d'espace scolaire en surplus au secondaire, mais il n'est pas trop tôt pour s'y préparer. Ce rapport sera utile aux communautés qui veulent faire leur planification dès aujourd'hui et les aidera à analyser les conditions locales et à choisir des options qui ranimeront leur école secondaire. Cet article tient lieu de travail de prévention et peut donner lieu à une planification créative au lieu d'attendre une autre crise dans l'enseignement.

7. Le comité d'utilisations parallèles: un modèle de décisions partagées. Commission scolaire de Toronto. Toronto, 1974.

Résumé: Le rapport du Groupe de planification communautaire sur les utilisations parallèles d'espaces scolaires vacants par des groupes non-scolaires donne une idée générale des principes et des priorités de l'utilisation commu-

nautaire et offre une méthode pour sa mise en oeuvre. Le rapport en détail (1) comment un espace dans une école peut être défini comme étant vacant (2) les ressources générales et spécialisées qui peuvent servir dans des programmes d'utilisations parallèles (3) la composition et la formation d'un comité d'ut lisations parallèles (éléments-clés de politique) (4) les procédures que suivrait le comité d'utilisations parallèles et que celui-ci intègrerait avec celles des autres comités et avec celles de la commission et (5) une méthode d'évaluation du programme après une période d'essai de six mois. Des exemples de permis et de conventions y sont joints. (La politique des modes de paiement a été révisée l'an dernier).

Remarque: Ce rapport peut être d'un très grand intérêt pour les commissions dont la politique d'utilisations parallèles des espaces scolaires en surplus (durant les heures de classe) est en cours d'élaboration. Les conseils à la recherche d'une politique équitable de modes de paiement devraient étudier la dernière version révisée du conseil de Toronto. Les détails du où-quand-et-comment les comités d'utilisations parallèles doivent opérer peuvent être d'un grand service pour l'équation entre les espaces vacants et les utilisateurs potentiels à la lumière des besoins des écoles et de la communauté.

* * *

Les sept documents ci-dessus sur les autres utilisations possibles de propriétés scolaires sont représentatifs de la façon dont ce problème particulier est traité dans quatre ensembles géographiques: Toronto, la province de l'Ontario, le reste du Canada et les Etats-Unis. Il ne fait aucun doute que d'autres politiques et rapports aussi valables sinon plus que ceux choisis ici existent.

Chapitre 8

Le coût de l'éducation

Depuis près de dix ans, dès le début des années soixante et jusqu'en 1972, l'éducation accaparait la plus grande part des dépenses provinciales. Elle constituait plus de 30% des prévisions de dépenses dans cinq années fiscales sur six de 1966-1967 à 1971-1972. Depuis 1972, la santé et l'éducation ont rivalisé de très près jusqu'à ce que la santé l'emporte nettement. Ces deux secteurs combinés ont compté pour plus de 50% des dépenses provinciales chaque année. L'éducation comptait pour 27% du total et la santé 29%. Les prévisions budgétaires pour l'éducation en 1977-1978 étaient de $3,403 millions.

Commencer un chapitre sur le coût de l'éducation en parlant de dépenses peut sembler inopportun et propre à induire en erreur, mais en fait nous savons peu de choses sur le coût en dehors de nos relevés financiers des dépenses.

Il s'est passé quelques années depuis le temps où il était en vogue de mesurer ce que rapportaient (les bénéfices) les dépenses dans l'éducation (investissements) et, avec le recul, il semble que nous ne puissions même pas mesurer les coûts de l'éducation comme nous le pensions. Comme devraient le démontrer les pages suivantes, les tentatives de spécification et d'analyse du coût de l'éducation s'avèrent n'être rien d'autre, lorsque nous les examinons de plus près, que des études de notre comportement en rapport avec les dépenses dans l'éducation.

Notre incapacité de parler avec conviction du coût de l'éducation est la cause principale des problèmes liés à la baisse des effectifs. Les changements dans le coût total et le coût unitaire de l'éducation qui interviendront en même temps que les changements d'effectifs seront déterminés autant par le

comportement politique que par les effectifs. Ceci était aussi vrai lorsque les effectifs augmentaient. C'est pour cette raison qu'il n'est pas chose facile d'interpréter la chronologie des coûts unitaire et total pendant la période d'expansion en termes qui nous aideraient à prévoir, pour nous y préparer, ces coûts dans des conditions de baisse des effectifs.

Il n'est donc pas surprenant de trouver un ensemble d'écrits sur les déterminants sociaux des dépenses en éducation beaucoup plus ample que celui qui porte sur les déterminants physiques. Cela fait intégralement partie de l'ensemble plus général des écrits sur les déterminants des dépenses publiques. Quoi qu'il en soit, il existe bel et bien un phénomène physique sous-jacent au phénomène politique que constitue l'éducation publique. ("Physique" correspond dans ce cas à l'utilisation de terrain, de travail et de capital; les termes "économiques" ou "technique" seraient plus à propos dans ce cas. Il faudrait un mot que l'on puisse utiliser par opposition à "comportemental".) De plus, de grands efforts ont été faits pour étudier le phénomène physique et un ensemble correspondant d'écrits existe. Il est très difficile d'isoler les déterminants physiques du développement de l'éducation et du coût de l'éducation. L'éducation a cependant une particularité intéressante qui simplifie quelque peu la tâche lorsque l'on étudie un phénomène physique.

L'éducation est un très bon exemple d'élément d'une classe d'industries que l'on peut qualifier de non-progressives. Ces industries ne sont pas caractérisées par une augmentation constante un tant soit peu du produit par unité de travail ni par une diminution parallèle du coût unitaire. L'expression non-progressif n'a rien de péjoratif ici. Certaines industries, que beaucoup d'entre nous qualifieraient de sophistiquées, entrent dans cette catégorie. Il est des industries que beaucoup d'entre nous considéreraient comme

non-sophistiquées. L'agriculture, la fabrication d'automobiles et l'industrie secondaire en général sont de bons exemples d'industries progressives. L'enseignement à tous les niveaux, le travail d'infirmier et l'assistance sociale sont de bons exemples d'industries non-progressives. Remarquez, cependant, qu'il y a de grandes différences entre le travail d'infirmier et l'enseignement. Le travail d'infirmier n'est pas représentatif de l'industrie de la santé. Il constitue une activité intensive de travail dans une industrie plus étendue qui ne peut être qualifiée de non-progressive. Le travail d'assistance sociale est plus représentatif des services sociaux en tant qu'industrie. C'est un ensemble d'activités intensives en travail qui constitue une grande part de l'industrie correspondante.

Il est vrai, bien entendu, que l'éducation est une industrie progressive en puissance dans laquelle la radiodiffusion, la télévision, l'ordinateur et d'autres sytèmes électroniques pourraient bien remplacer les enseignants. Pour ce qui concerne l'enseignement primaire-secondaire, ce remplacement semble peu probable. Si l'on pouvait mesurer le produit de l'éducation (par des examens de capacité linguistique ou mathématique peut-être), nous pourrions plus facilement remplacer une partie de la main d'oeuvre par du capital; mais nous ne définissons pas le produit de l'éducation de cette manière. Nous le définissons en termes de temps, c'est-à-dire en années d'études le plus souvent (et le fait que nous utilisions le temps comme donnée d'entrée en même temps n'est rien qui doive nous inquiéter).

Si nous venions soudain à faire la découverte heureuse que nous pourrions désormais inculquer à nos enfants ces mêmes connaissances "intellectuelles" qui prenaient douze ans d'école en six ans, peu d'entre nous trouveraient que les élèves recevraient le même service du système si six années du nouvel enseignement à être substitutées à douze années de l'ancien. Tout ceci pour

dire que nous n'avons pas le même intérêt ou la même conception des changements technologiques en éducation que dans les autres industries. C'est cette particularité citée plus haut qui simplifie quelque peu la tâche dans l'étude du processus de production en éducation en tant que phénomène physique.

La concentration sur le processus plutôt que sur le produit caractérise et l'industrie de l'éducation et notre analyse de cette industrie. Par conséquent, si l'étude des variations de processus physiques est censée nous aider à comprendre ce qui cause les variations du coût unitaire, elle devra se concentrer sur les "économies d'échelle". Cela ne veut pas dire que ceux qui étudient les rapports entre le processus et le coût ne s'intéressent pas à la qualité pour autant. Ils s'intéressent aux variations de la qualité du produit plutôt qu'à la qualité du produit proprement dite. Dans les rapports de ces études, on laisse le lecteur juger par lui-même si les différences de qualité à l'entrée sont en rapport avec les différences à la sortie ou avec les variations d'expérience éducative.

Economies d'échelle

Economie d'échelle est une expression qui rappelle les grandes entreprises et la production en masse. Souvent, elle évoque pour les Canadiens ces groupes énormes qui produisent pour des marchés américains tout aussi énormes et qui jouissent de coûts de production très bas que ne peuvent espérer les firmes qui se limitent au marché canadien. Les industries et les usines font des économies en diminuant leurs coûts unitaires et en se rapprochant des échelles d'opération associées aux grands marchés. Certaines industries, cependant, atteignent un niveau où toute augmentation de la production ne peut se faire qu'au prix d'une augmentation des coûts unitaires. L'industrie du pétrole en Amérique du Nord dit en être là. Il est même probable que toutes

les industries, à un niveau de production donné, doivent faire face à une augmentation du coût unitaire ou diséconomies d'échelle. Il semblerait que certaines usines dans une industrie qui bénéficie encore d'économies d'échelle peuvent avoir des problèmes de diséconomies d'échelle.

On peut difficilement ne pas imaginer que pour tout processus de production au niveau de l'établissement de production, que ce soit une aciérie ou une école, il existe une échelle d'opération en-dessous de laquelle toute diminution dans le nombre produit (ou traité) entraîne une augmentation des coûts unitaires. Ceci produit une courbe en U représentant la relation entre le coût unitaire et l'échelle de production. Les études d'économies d'échelle s'efforcent en général de trouver la région de la courbe qui correspond à un changement évident du coût unitaire.

Les études portant sur les coûts unitaires relatifs de grandes et petites écoles et sur la practicabilité financière relative de "programmes d'enrichissement" pour les écoles de différentes tailles ont été souvent le sujet de prédilection des étudiants en éducation depuis un demi-siècle. Elles peuvent passer pour des rationnalisations des vagues successives de consolidation et de fusion qui ont caractérisé la réorganisation de l'éducation sur ce continent depuis plusieurs générations. Cependant, elles n'ont pas, de loin s'en faut, suivi les procédures et modèles adoptés par les études d'économies d'échelle dans d'autres industries. Donald Dawson, qui a entrepris plusieurs études d'économies d'échelle des écoles (et des commissions) en Ontario, a récemment écrit que "l'étude des économies d'échelle dans les industries de la fonction publique est un sujet de recherche d'origine récente. Dans le cas précis de l'éducation, cela fait moins de deux décades que Hirsh a

fait certains des travaux originaux en économies d'échelle".[1]

Dawson y fait remarquer qu'il n'y a pas d'accord général à savoir quelles dépenses devraient être incluses dans ces études. Le coût des transports, les dépenses en immobilisation, le service de la dette ainsi que la police, les pompiers et autres services municipaux n'ont pas toujours été considérés de la même façon.

Il n'est donc pas rare, et ce n'est pas étonnant, que deux experts compétents ou plus arrivent à déduire des estimations de relation de coût et d'échelle très différentes tout en étudiant la même organisation ou le même système. Dans un résumé des études d'économies d'échelle fait dans le passé, Dawson écrit:

> En général, ces études se divisent en études des conseils scolaires (compagnies) et études des écoles (établissements de production) dans les différentes zones. La plupart, malheureusement, ne tiennent pas compte des différences de qualité entre les écoles. Généralement, les résultats indiquent qu'il semble y avoir des économies d'échelle jusqu'à un certain point au niveau des conseils. Inversement, et cela sous-entend que plus les écoles deviendront petites, plus on aura des diséconomies d'échelle lorsque les effectifs tombent plus bas que l'échelle minimale d'efficacité (p. 7).

Les résultats généraux de cette recherche sont appliqués à l'Ontario en se référant à deux de ses propres travaux, l'un étant une étude des écoles de l'Ontario en 1964, et l'autre étant une étude (par D.A. Dawson et K.W. Dancy) des écoles de l'Ontario en 1970. La première est une étude des conseils avant le regroupement et la réorganisation des conseils de 1969 et l'autre intervenant après cet événement. La première étude évalue le produit des écoles suivant les présences (Moyenne des Présences Quotidiennes, MPQ) et suivant la MPQ

---

[1] D.A. Dawson, Economies of Scale and Cost-Quality Relationships in Elementary and Secondary Schools--A Survey. Article préparé pour la Commission sur la Baisse des Effectifs Scolaires, Février 1978, p. 3.

ajustée par deux indices de qualité. L'étude ne s'occupe que des écoles secondaires. Dans le système de l'Ontario pré-regroupement, un grand nombre de conseils n'avaient qu'une seule école secondaire sous leur égide. Ces conseils à école unique servaient de mandataires pour les écoles. Les résultats de l'étude indiquent qu'il existe "des économies d'échelle constantes ou une rémunération constante d'échelle" (p. 9). Les indications d'économies d'échelle étaient moins évidentes dans le cas de l'examen de tous les conseils. La deuxième étude considère les écoles primaires et secondaires de la période post-regroupement. Encore une fois, le produit des écoles est ajusté en fonction de deux indices de qualité, basés cette fois sur les moyennes obtenues à trois examens d'entrée aux collèges et universités. Les indices scolaires obtenus servirent à calculer un indice "produit par qualité des conseils scolaires". Les résultats indiquaient des économies d'échelle au niveau secondaire pour les conseils d'effectifs allant jusqu'à 4,000 élèves. Après 4,000 élèves, les résultats varient "selon que les données étaient ajustées pour la qualité ou non. Les données ajustées pour la qualité indiquent des économies proportionnelles à l'échelle.. Au niveau primaire, l'existence d'économies d'échelle était peu apparente" (p. 26).

Dawson reconnaît qu'il s'attend à ce que son lecteur "ne soit pas totalement convaincu de la portée et de la cohérence des résultats présentés..." (p. 14). Il reste à faire une remarque importante à propos de son travail cependant. C'est là un travail expert et soutenu puisqu'il utilise les données sur les économies d'échelle de l'éducation en Ontario. Son travail vise à montrer que les généralisations, présentées ci-dessus, sur les résultats des études sur les économies d'échelle faites ailleurs s'appliquent aussi à l'Ontario.

Au chapitre 5 de ce rapport, Edward Hickcox remarquait que "les systèmes scolaires de l'Ontario sont grands pour la plupart depuis la réorganisation de 1969. Dans aucune autre région de l'Amérique du Nord y a-t-il tant de systèmes avec des effectifs qui dépassent les 20,000". En général, à cause de la dimension des commissions de l'éducation en Ontario, ces dernières ne devraient pas avoir de problèmes de diséconomies d'échelle.

Cependant, les conseils doivent s'attendre à des diséconomies, ou à des augmentations des coûts unitaires liés à la baisse des effectifs au niveau des écoles sauf dans le cas des établissements qui fonctionnent actuellement au-dessus de leur capacité optimale. Les études existentes indiqueraient que le coût unitaire changerait très lentement jusqu'au point de capacité optimale et qu'il existe probablement un point au-delà duquel le coût unitaire augmenterait très rapidement avec la baisse des effectifs. Les études sur les économies d'échelle peuvent aider les administrateurs à déterminer le point probable à partir duquel l'escalade du coût unitaire se ferait avec une rapidité intolérable; mais il leur serait sûrement plus utile d'observer les autres écoles de leur conseil ou des conseils voisins. De toute manière, chaque décision de fermer une école est un événement particulier. Les économies réalisées dépendent du caractère propre de l'établissement, de son emplacement géographique par rapport aux autres écoles et de la répartition démographique des élèves. Comme il l'était clairement énoncé au chapitre 4, le point où il ne sera plus tolérable de laisser une école ouverte sera en grande partie fonction de la diversification des programmes requise par les parents et par le conseil.

Les enseignants et les conditions d'emploi

Le chapitre 1 avait bien indiqué que les niveaux de dépenses de l'éduca-

tion sont déterminés par cet aspect de notre comportement collectif que nous appelons la politique gouvernementale. Au même chapitre, il était indiqué que dans cette province nous ne jouissions plus de conditions environnementales telles que l'augmentation des dépenses gouvernementales, et le bon nombre de possibilités d'emploi dans la fonction publique pour les diplômés universitaires en particulier ainsi que de l'augmentation satisfaisante du revenu personnel disponible par habitant et par travailleur qui accompagnaient autrefois l'expansion du contingent d'enseignants. Dans le nouveau contexte, il semble probable que les enseignants n'arriveront pas, durant la prochaine décade, à négocier des augmentations de salaire aussi favorables que celles de la décade passée. Leur capacité de négocier des améliorations de leurs salaires réels et relatifs sera déterminée en grande partie par la puissance de négociation collective de leurs organisations et par l'efficacité de celles-ci en tant que lobby.

Il n'y a aucune base logique, dans ces conditions, sur laquelle on puisse se fonder. Cependant, certaines remarques seront faites dans cette section à propos des répercussions (sur les coûts) des structures de salaire de l'enseignement et du régime de retraite des enseignants de cette province. Mais il semble opportun de continuer notre discussion des économies d'échelle en faisant quelques remarques sur les conditions de travail des enseignants et surtout sur les changements de ces conditions qui ont résulté de l'histoire récente des négociations enseignants-conseils et leur effet sur la capacité des conseils de réduire les coûts unitaires ou minimum en parant aux changements d'effectifs.

Dans son étude récente des contrats enseignants-conseils des années 1975-1976, 1976-1977 et 1977-1978, John Kervin notait que:

En Ontario, les clauses de conditions de travail varient énormément selon les conventions collectives enseignants-conseils. Les différences sont basées sur (1) les sujets qui sont inclus dans la convention (caractère détaillé et complet) et (2) le contenu de ces clauses (spécificité et options de rechange). Ceci signifie premièrement qu'elles ont toujours un effet sur le coût et deuxièmement qu'elles influencent toujours la marge dont dispose le conseil dans le recrutement en période de baisse des effectifs. En général, moins le conseil dispose de marge dans ses opérations plus les coûts sont élevés puisque le recrutement optimal est souvent impossible. D'autre part, plus les restrictions sont grandes et meilleurs les droits, les emplois et le bien-être des enseignants sont protégés. Cette contradiction entre la diminution des coûts d'une part et la justice normale de l'autre se manifeste dans la plupart des arguments auxquels on fait appel des deux côtés de la table de négociations lorsque les conditions de travail sont à l'ordre du jour.2

En parlant des clauses de contrat qui sont en rapport étroit avec la baisse des effectifs, Kervin suggère de les classer en trois catégories: "... celles qui touchent directement les besoins en personnel, celles qui touchent indirectement les besoins en personnel et celles qui touchent la marge de manoeuvre" (p. 3).

Dans la catégorie "clauses en rapport direct", il regroupe les clauses portant sur le rapport du nombre élèves-enseignants et du nombre d'élèves par classe. Dans la catégorie "clauses en rapport indirect", il regroupe les clauses portant sur la charge de travail et les congés. Dans la catégorie "marge de manoeuvre", il regroupe les clauses portant sur les surplus/redondances et sur les droits de la direction.

En ramenant le problème aux seuls contrats de 1977-1978, il montre l'effet des clauses qui d'après lui ont un rapport avec la baisse des effectifs au Tableau 8.1.

---

2 J.B. Kervin, La baisse des effectifs et les négociations enseignants-conseils: Discussions sur les conditions de travail, un rapport préparé pour la Commission sur la baisse des effectifs scolaires, janvier 1978, p. 2.

TABLEAU 8.1

POURCENTAGES DES CONVENTIONS (N 158) AYANT DES CLAUSES EN RAPPORT AVEC LA BAISSE DES EFFECTIFS (1977-1978)

Disposition	Incidence
Rapport élèves-enseignants	35%
Dimension des classes	24
Charge de travail	26
Congés sabbatiques/de formation	84
Surplus-redondance	67
Droits de la direction	37

Tiré du rapport de J.B. Kervin, La baisse des effectifs et les négociations enseignants-conseils: Discussions sur les conditions de travail, un rapport préparé pour la Commission sur la baisse des effectifs scolaires, janvier 1978, p. 4.

Au sujet des clauses surplus-redondance, Kervin fait les remarques suivantes:

> Les clauses de surplus-recondance sont, de celles qui ont un rapport avec la baisse des effectifs, parmi les plus importantes... les termes seront utilisés l'un ou l'autre pour signifier que les services d'un enseignant ne sont plus requis en raison de la baisse des effectifs ou de l'annulation d'un cours ou d'un programme. Les clauses sur le surplus d'enseignants comptent pour les deux tiers des conventions collectives actuelles.
>
> Les différences dans ces clauses sont très appréciables... il est simplement dit, dans certaines conventions, que le conseil "prendra connaissance, considérera et décidera" dans les cas de surplus d'enseignants. D'autres conventions donnent les détails plus précis sur les enseignants qui seront déclarés redondants dans le cas d'un surplus et les autres possibilités à offrir à ces enseignants, qui peuvent être pour plusieurs années.
>
> Deux types de clauses de surplus-redondance portent sur la question de souplesse du conseil. Le premier donne les critères pour déterminer qui sera déclaré en surplus. Le deuxième donne les options qui s'offrent aux enseignants en surplus.
>
> Les conventions enseignants-conseils diffèrent énormément en type et en nombre de facteurs pris en considération pour décider qui est redondant. L'ancienneté est de loin le critère le plus courant. Elle est mentionnée dans 90% des clauses de surplus-redondance. Les autres facteurs majeurs

sont, dans l'ordre approximatif de leur fréquence d'utilisation, les qualifications (c'est-à-dire les diplômes universitaires), le type de contrat (permanent ou probatoire), et le sujet enseigné. De ces quatre facteurs, les trois premiers ont une influence immédiate sur le coût. Les trois sous-entendent que les mises-à-pieds ne peuvent être considérées par les conseils que dans le cas d'enseignants nouveaux et par conséquent, seuls les salaires relativement bas de tels enseignants peuvent être économisés. (p. 13).

Kervin entreprend aussi de décrire les tendances dans l'incidence et le contenu des clauses négociées par les enseignants et les conseils pendant les trois dernières années et il discute des directions futures que pourront prendre les négociations sur les conditions de travail:

(Le tableau 8.2) donne le pourcentage des conventions avec des dispositions sur le rapport enseignants-élèves sur le nombre d'élèves par classe dans les trois dernières années et pour chaque type de conseil -- élémentaire, secondaire et séparé. (Quelque 15 conventions d'autres conseils (c'est-à-dire les régions isolées et les bases des forces armées canadiennes) ont été exclues de l'analyse de ce rapport. Des 200 conventions annuelles possibles, il n'a pas été possible d'en obtenir une pour 1976-1977 mais 42 pour 1977-1978). La portion supérieure du tableau indique que les pourcentages de conventions comprenant au moins un des deux types de clauses ont beaucoup augmenté en 1976-1977 et se sont stabilisées au cours des années 1977 et 1978. En considérant individuellement chaque type de clause, on observe par les pourcentages que les clauses de rapports enseignants-élèves (REE) étaient plus fréquentes en 1976-1977 que l'année précédente mais que, depuis lors, leur incidence n'a pas augmenté appréciablement. Les dispositions sur le nombre d'élèves par classe semblent faire l'objet de plus d'attention. On observe une plus grande augmentation en incidence dans les conventions primaires et secondaires en 1977-1978. Pour les conventions d'école séparées, la fréquence des clauses de nombre d'élèves par classe n'a pas augmenté et les deux types de clauses sont moins fréquents que dans le cas des conventions élémentaires et secondaires. En extrapolant, l'incidence des dispositions de nombre d'élèves par classe restera sans doute au même niveau l'année prochaine et suivant l'évolution des clauses de REE -- une grande augmentation puis un nivellement. Autrement, il se pourrait que l'attention aille de l'un à l'autre: clause de REE une année et de grandeur des classes la suivante. Si cela est vrai, l'année prochaine devrait voir une autre augmentation dans l'incidence des clauses de REE. De toute manière, il semble que les enseignants du secondaire arriveront le mieux à ajouter des clauses de REE et les enseignants des conseils séparés y parviendront le moins. (pp. 18-20)

TABLEAU 8.2

POURCENTAGES DE CONVENTIONS AVEC CLAUSES DE REE ET DE GRANDEUR DES CLASSES

		1975-1976		1976-1977		1977-1978	
		%	No.*	%	No.	%	No.
REE et/ou Grandeur des classes	Elémentaire	25	(76)	40	(75)	45	(62)
	Secondaire	41	(76)	54	(76)	60	(62)
	Séparé	10	(48)	23	(48)	21	(34)
REE	Elémentaire	18	(76)	31	(75)	32	(62)
	Secondaire	29	(76)	42	(76)	47	(62)
	Séparé	4	(48)	19	(48)	18	(34)
Grandeur des classes	Elémentaire	16	(76)	19	(75)	27	(62)
	Secondaire	20	(76)	22	(76)	29	(62)
	Séparé	8	(48)	6	(48)	9	(34)

*Nombre total des conventions analysées.

Tiré de Kervin, 1978, p. 19.

Kervin identifie les clauses de surplus/redondance comme étant un aspect saillant des tendances dans les conventions de conditions de travail:

> (Le tableau 8.3) donne les pourcentages de conventions collectives comprenant des clauses de surplus-redondance par année et par type de conseil. Les chiffres indiquent une très grande augmentation de l'incidence de telles clauses, surtout dans le cas des conventions d'écoles séparées. Ces tendances évidentes indiquent que les enseignants mettent leurs efforts dans cette question surtout, à la table de négociations, plutôt que dans les questions de répartition du personnel, des congés ou des charges de travail. Ceci ne devrait pas trop nous surprendre puisque le surplus et la redondance seront les conséquences de la baisse des effectifs les plus directes. Autrement dit, les enseignants s'inquiètent plus de savoir qui sera déclaré en surplus et de savoir quoi faire quand des enseignants sont en surplus plutôt que d'essayer d'augmenter le nombre des postes à pourvoir pour prévenir ou diminuer la redondance.

D'autre part, (le tableau 8.3) indique aussi que les conseils ont beaucoup fait pour les clauses de droits de la direction[3] ... Il semblerait que chaque côté ait beaucoup gagné dans les négociations bien que les gains des conseils soient d'ordre symbolique et ont peu d'effet direct sur le coût.

Avant que cette conclusion ne puisse être acceptée, il serait sage d'examiner de plus près les dispositions de surplus-redondance. Pour décider qui est redondant parmi les enseignants, l'ancienneté est le facteur de base qui a le plus d'effet sur le coût. Elle est citée dans toutes les conventions ayant des dispositions de surplus-redondance... (Le tableau 8.4) examine l'incidence de quatre options par ordre ascendant approximatif de coût pour les conseils: prime de mise à pied, prime de recyclage et transfert prioritaire (si un autre poste est vacant). Les chiffres de ce tableau n'évoquent pas la même situation, quant aux clauses de surplus-redondance, que les statistiques du (tableau 8.3). Aucune augmentation sensible dans la proportion des conventions qui offrent une prime de mise à pied aux enseignants ne s'est produite au cours des deux dernières années. Il en va de même pour les conventions qui citent les congés sabbatiques comme option. Les périodes de recyclage (que les conseils n'encouragent pas toujours de la même manière) ont accusé une légère augmentation en incidence dans les conseils élémentaires et secondaires...

Les transferts prioritaires constituent une option en progrès pour les enseignants. Son incidence dans les conventions élémentaires a atteint le niveau de celles des enseignants du secondaire atteintes plus tôt -- un peu plus de la moitié...

... la disposition de transfert prioritaire est une des plus coûteuses pour les conseils puisqu'elle les oblige à pourvoir un poste à un enseignant qui, dans la plupart des cas, requiert un salaire plus élevé que celui qu'elles auraient à payer si elles disposaient d'une plus grande liberté dans le recrutement, et cette différence de salaire existe tant que l'enseignant reste avec le conseil en question. Pourquoi cette option est-elle donc la plus populaire des quatre options présentées au (tableau 8.4)? La raison en est que les conseils n'assument ce coût que dans le cas où un autre poste qui convienne à l'enseignant redondant est vacant. Cette disposition contient donc une part de hasard -- s'il n'y a pas de poste vacant convenable auquel l'enseignant puisse être transféré, le conseil ne perd rien (p. 32).

En résumé, on peut dire que l'étude de Kervin justifie l'assertion selon laquelle les conditions de travail des enseignants, comme elles sont spécifiées dans les contrats enseignants-conseils, seront un facteur important dans l'élaboration de politiques pour parer aux changements dans les effectifs.

---

[3] Kervin remarquait ailleurs que les droits de la direction avait surtout valeur symbolique comme signe que les conseils se préoccupaient de recouvrir une certaine souplesse administrative.

TABLEAU 8.3

POURCENTAGES DES CONVENTIONS AVEC DISPOSITIONS
DE SURPLUS-REDONDANCE ET DE DROITS DE LA DIRECTION

		1975-1976		1976-1977		1977-1978	
		%	No.*	%	No.	%	No.
Surplus-Redondance	Elémentaire	37	(76)	63	(75)	66	(62)
	Secondaire	62	(76)	74	(76)	74	(62)
	Séparé	35	(48)	67	(48)	85	(34)
Droits de la direction	Elémentaire	24	(76)	32	(75)	32	(62)
	Secondaire	25	(76)	38	(76)	34	(62)
	Séparé	17	(48)	48	(48)	53	(43)

*Nombre total des conventions analysées.

Tiré de Kervin, 1978, p. 29

TABLEAU 8.4

CONTENU DES DISPOSITIONS DE SURPLUS-REDONDANCE:

POURCENTAGES DE CONVENTIONS AVEC OPTION

		1975-1976		1976-1977		1977-1978	
		%	No.*	%	No.	%	No.
Prime de mise à pied	Elémentaire	20	(76)	21	(75)	23	(62)
	Secondaire	30	(76)	36	(76)	37	(62)
	Séparé	0	(48)	0	(48)	0	(48)
Congé sabbatique	Elémentaire	3	(76)	1	(75)	2	(62)
	Secondaire	11	(76)	8	(76)	5	(62)
	Séparé	0	(48)	0	(48)	0	(34)
Prime de recyclage	Elémentaire	3	(76)	12	(75)	13	(62)
	Secondaire	11	(76)	26	(76)	26	(62)
	Séparé	0	(48)	0	(48)	0	(34)
Transfert prioritaire	Elémentaire	24	(76)	40	(75)	56	(62)
	Secondaire	53	(76)	62	(76)	63	(62)
	Séparé	10	(48)	29	(48)	29	(34)

*Nombre total des conventions analysées.

Tiré de Kervin, 1978, p. 31

Elles auront aussi un effet important sur les coûts total et unitaire. Nous étudierons de plus près, à la fin de ce chapitre, au rôle de l'ancienneté dans les décisions de mises à pied.

Salaires d'enseignants et pension de retraite

Le prix des services d'enseignants et le coût des retraites sont des facteurs importants pour déterminer ce que seront les coûts total et unitaire de notre enseignement.

La structure d'âge, l'expérience et les qualifications du contingent d'enseignants employés et le choix du moment où les enseignants décident de prendre leur retraite ont une incidence moins directe sur les coûts total et unitaire de l'enseignement. Ces variables seront fonctions d'évolutions qui dépassent de loin l'influence de politiques. Les effets qu'auront ces variables sur les coûts de l'éducation seront déterminés dans une grande mesure par les décisions politiques de garder les systèmes de salaires et de retraites tels quels ou de les changer.

Le tableau 1.11 donnait un historique des salaires médians des enseignants de l'Ontario de 1944-1945 à 1975-1976. Il illustre très bien le phénomène de l'évolution des salaires d'enseignants après la deuxième guerre mondiale et démontre clairement qu'il faut s'attendre à ce que cette évolution continue. La méthode la plus simple de projection des éléments majeurs du coût de l'enseignement (la facture des salaires) assumé par la province est de:

(i) projeter les valeurs futures des salaires moyens (en utilisant les mêmes données de base que celles du calcul des salaires médians);

(ii) projeter les rapports futurs élèves-enseignants (semblables à ceux du tableau 1.12);

(iii) projeter les effectifs futurs (comme au chapitre 3);

(iv) calculer le contingent futur d'enseignants ($\frac{\text{résultat de (iii)}}{\text{résultat de (ii)}}$);

(v) calculer la facture totale des salaires (résultat de (iv) X résultat de (i)).

Aucune perspective de facture des salaires d'enseignants (l'élément majeur du coût de l'enseignement) ni du coût total de l'enseignement n'est présentée pour le moment bien que plusieurs études, rendant possibles de telles projections au niveau de la province et des conseils (certains ou tous), soient en préparation pour cette Commission.

Pour l'instant, les seules prévisions présentées qui puissent avoir un rapport avec les coûts futurs des systèmes provinciaux de l'enseignement élémentaire/secondaire (c'est-à-dire des dépenses totales des commissions) sont des prévisions sur dix ans de l'aide provinciale (subventions) aux conseils scolaires. Ce sont les prévisions de "Resources and Constraints: Public Education and the Economic Environment in Ontario", de D.K. Foot, d'où le chapitre I tient en grande partie son contenu.

Foot fait des remarques et des prévisions importantes sur l'aide du gouvernement provincial aux municipalités et aux conseils scolaires:

> Depuis 1973 les paiements provinciaux aux agences et aux gouvernements* municipaux ont été guidés par l'"Engagement d'Edmonton". Essentiellement, cet engagement garantit que les transferts provinciaux aux agences et aux gouvernements provinciaux augmenteront au même rythme que les revenus budgétaires provinciaux. L'année fiscale 1973-1974 sert de base de référence. D'après le trésorier provincial, la province a transféré près de $13.7 milliards sur des revenus budgétaires de $46.2 milliards (ou 29.6%) dans les cinq dernières années. Les autres subventions qui incluent des paiements au lieu d'impôts, de l'aide au lieu d'impôts, des paiements pour encourager la création d'emplois et des paiements à

*Les agences municipales incluent des pensions de vieillards, des agences d'aide aux enfants, des agences de santé, des autorités de conservation et les conseils de bibliothèques.

la caisse des retraites des enseignants, font que les paiements de l'Ontario aux agences et aux gouvernements municipaux remontent à $15.4 milliards depuis 1973. L'accroissement moyen annuel de ces transferts dépasse 14% bien que le taux d'augmentation de celui-ci a diminué depuis sa valeur record de 1975-1976.

Ces transferts provinciaux totaux aux agences et aux gouvernements municipaux étaient répartis comme suit:

	%
Education	50.3
Transports	12.9
Assistance sociale	5.0
Autres conditionnels	2.6
Total conditionnel	70.7
Total inconditionnel	10.7
Paiements aux agences	7.4
Autres aides (dont l'aide à la caisse des retraites des enseignants	11.2 8.4
Total	100.0

Les paiements conditionnels comptent pour plus de 70% des transferts totaux dont la part la plus importante est constituée par les transferts aux conseils scolaires qui ont compté elles-mêmes pour plus de la moitié des transferts totaux. L'augmentation annuelle moyenne de ces paiements correspond à peu près à la moitié de celle des "autres transferts" (9.7% par rapport à 20.7% - ce qui constitue une moyenne de 14.4%). L'expansion a suivi la même évolution à l'exception de l'année courante au cours de laquelle les transferts à l'éducation doivent augmenter de 0.4%. Il faut mentionner, finalement, que les "autres aides" contiennent aussi un élément en rapport avec l'enseignement, c'est-à-dire les paiements à la caisse des retraites des enseignants. Ces paiements se sont chiffrés à $1.296 milliards au long des cinq dernières années (ou 8.4% de tous les transferts pendant la même période). L'augmentation dans ces paiements est dictée par les nécessités actuaires de la caisse qui dépendent elles-mêmes des salaires obtenus par les enseignants. Il n'est donc pas surprenant de constater une grande augmentation (de $100 millions ou plus de 42%) dans ces paiements en 1966-1977. On estime à $262 millions les paiements qui seront versés à la caisse au cours de l'année fiscale 1978-1979.

Un schéma de la situation à court terme découlant des engagements pour l'année fiscale 1978-1979 était donné par le trésorier de l'Ontario (au cours de son discours devant le comité de liaison provincial-municipal le 16 septembre 1977). Le discours proposait d'introduire certaines modifications à l'engagement d'Edmonton en élargissant, essentiellement, la base sur laquelle le montant de l'aide est décidé. Les paiements à la caisse des retraites des enseignants constituent la plus grande des nouvelles inclusions (comptant pour 70% des nouveaux éléments). En incluant ces nouveaux éléments dans l'engagement, le trésorier a réussi à réduire les paiements provinciaux prévus pour 1978-1979 aux municipalités d'un total de $3.748 milliards calculé selon la formule précédente à $3.713 milliards avec la formule "élargie", ce qui représente une différence de $35 millions. Les nouvelles prévisions indiquent une croissance nulle par rapport à l'année précédente selon la formule "élargie" et une diminution réelle si on la compare avec la formule précédente. Le trésorier provincial a annoncé en même temps l'engagement provincial d'un total de $4.332 milliards (ce qui équivaut à une augmentation de 8%) en transferts pour 1979-1980 sur la base d'un équilibre conforme à l'"Engagement d'Edmonton élargi".

Ces propositions entraînent, pour l'aide aux conseils scolaires et aux agences et aux gouvernements municipaux, les conséquences suivantes:

	$ milliards			Augmentation %
	1978-1979	1978-1979	Augmentation	
Aide aux conseils scolaires				
Subventions législatives générales	1.880	1.970	0.090	4.8
Caisse des retraites des enseignants	0.262	0.331	0.069	26.3
Total	2.142	2.301	0.159	7.4
Aide aux municipalités et aux agences municipales	1.571	1.722	0.151	9.6
Total des transferts	3.713	4.023	0.310	8.3

Par conséquent on observera, semble-t-il, dans le secteur de l'éducation de la province, une augmentation de 10.9% dans les subventions législatives (soit une augmentation de 5.4% dans l'aide totale aux conseils scolaires y compris les paiements à la caisse des retraites) en 1977-1978 et une augmentation de 4.8% dans les subventions législatives (soit une augmentation de 7.4% en aide totale) en 1978-1979. Etant donné les prévisions d'inflation

données à la section 2 plus haut, ces paiements de subventions représentent une augmentation réelle de 3 à 4% en 1977-1978 et une diminution réelle de 2 à 3% en 1978-1979.

A moyen terme, la situation est encore moins prometteuse. Comme on le mentionnait plus haut[4], on prévoit que les dépenses de l'éducation augmenteront en gros d'un peu plus de 10% (ce qui constitue une augmentation réelle de 3 à 4%) au cours de la prochaine décennie. Ce total inclut cependant les dépenses de l'enseignement post-secondaire, les dépenses de l'éducation spéciale et culturelle, les dépenses de fonctionnement du ministère et les contributions aux caisses des retraites, aussi bien que les subventions des conseils scolaires. L'augmentation dans cette dernière catégorie, qui réflète entre autres la baisse prévue des enfants d'âge scolaire en proportion de la population provinciale, sera modérée jusqu'en 1981 selon les prévisions, après quoi une baisse est prévue (jusqu'en 1986). Pour être plus spécifique, le moyen terme en ce qui concerne les subventions aux conseils scolaires (paiements à la caisse des retraites exclus) peut être résumé comme suit:

	Taux d'augmentation annuelle en %	
	1977-1982*	1982-1987*
Subventions générales aux conseils scolaires	2.2	-0.1
Taux d'inflation	7.4	8.1
Changement "réel" (approx.)	-5.2	-8.2

*1977 représente l'année fiscale 1977-1978, etc.

Par conséquent, ces prévisions suggèrent qu'au cours de la prochaine décade, les conseils scolaires de l'Ontario devrait planifier en fonction d'une baisse "réelle" dans leurs recettes en provenance du gouvernement provincial. (pp. 23-28)

Ces prévisions de croissance négative "réelle" dans les subventions de la province aux conseils scolaires indiquent que notre évaluation du comportement des conseils en ce qui concerne les dépenses soit sur le point de changer. Il semble préférable de laisser nos prévisions de comportement, en ce qui concerne les dépenses réelles, attendre que plusieurs études, en train et ayant pour but d'améliorer notre connaissance des changements de coût de

[4]Tableau 1.13 de ce rapport.

la main d'oeuvre enseignants, soient achevées. Cela revient à dire que les estimations des changements futurs des salaires moyens d'enseignants (étape (i) dans la méthode de calcul de la facture de salaires des enseignants mentionnée ci-dessus) peuvent être une tâche très ardue tandis que les conseils s'adaptent à leur rôle nouveau de partenaire de la province dans les questions de finance de l'éducation.

Dans les prévisions du coût des salaires des enseignants et de leurs retraites, l'âge, l'expérience et les qualifications des membres du contingent d'enseignants comportent un élément dynamique.

Dans une étude récemment achevée et intitulée Baisse des effectifs et le contingent vieillissant des enseignants (faite pour la Commission) Peter Atherton examine le phénomène de vieillissement du jeune contingent d'enseignants recrutés en grande partie au cours des années soixante pour les problèmes particuliers qu'ils posent aux conseils et le poids qu'ils risquent de constituer pour le régime des retraites.

Le tableau 8.5 ne tient compte que des enseignants en poste permanent en septembre 1975. Le tableau 8.6 tient compte de toutes les personnes qui ont contribué à la caisse des retraites pendant 20 jours d'emploi ou plus dans le système. Il inclut aussi un certain nombre de personnes qui ont contribué à la caisse mais qui travaillent dans d'autres systèmes ou institutions (personnes qui, en général, travaillaient dans le système scolaire élémentaire/secondaire et qui ont mutés dans ces autres systèmes).

En 1975, près de 80% des enseignants de l'élémentaire avaient moins de 40 ans de même pour 70% des enseignants du secondaire. Le tableau 8.7 indique une répartition d'expérience confirme à ce que l'on peut attendre d'un

TABLEAU 8.5

REPARTITION D'AGES DU CONTINGENT D'ENSEIGNANTS EN ONTARIO
PAR SECTEUR EN 1974-1975 (SEPT. 1975)

	ELEMENTAIRE				SECONDAIRE			
	Hommes	Femmes	Total	%	Hommes	Femmes	Total	%
19 et moins	14	168	182	.3	5	4	9	
20 - 29	9,067	22,276	31,343	52.5	6,530	5,017	11,547	35.1
30 - 39	6,684	9,395	16,079	26.9	9,493	2,208	11,701	34.6
40 - 49	2,139	5,199	7,338	12.3	4,933	1,516	6,449	19.3
50 - 59	703	3,206	3,909	6.5	2,148	1,049	3,197	9.5
60 - 65	84	610	694	1.2	188	132	320	1.0
66		6	6	.1	2	2	4	
Non spécifié	34	108	142	.2	86	64	150	.5
	18,725	40,968	59,693	100.0	23,385	9,992	33,377	100.0

Source: Ministère de l'Education de l'Ontario, septembre 1975

Tiré de P. Atherton, 1978, p. 2.

TABLEAU 8.6

REPARTITION D'AGES DU CONTINGENT D'ENSEIGNANTS EMPLOYES EN ONTARIO
LE 31 DECEMBRE 1975

	HOMMES	FEMMES		
Groupe d'âges	Nombre	Nombre	Total	%
Moins de 25	1,330	6,749	8,079	7
25 - 29	11,081	22,058	33,139	28
30 - 34	11,831	12,058	24,566	21
35 - 39	9,161	8,875	18,036	15
40 - 44	5,941	6,173	12,114	10
45 - 49	4,319	4,914	9,233	7
50 - 54	2,940	3,669	6,609	6
55 - 59	1,689	2,617	4,306	4
60 et plus	930	1,908	2,838	2
	49,222	69,698	118,920	100

Source: Rapport actuaire de la caisse des retraites des enseignants telle qu'au 31 décembre 1975.

Tiré de P. Atherton, 1978, p. 3

TABLEAU 8.7

REPARTITION DE L'EXPERIENCE DES ENSEIGNANTS EN ONTARIO
PAR SECTEUR EN 1974-1975

Nombre total d'années d'expérience	Hommes	Femmes	Total	%	Hommes	Femmes	Total	%
Débutants	754	1,766	2,520	4.2	772	620	1,392	4.2
01 - 10	10,746	25,442	36,188	60.0	13,084	6,576	19,660	58.9
11 - 20	5,430	9,302	14,732	24.6	7,315	1,952	9,267	27.7
21 - 30	1,495	3,410	4,905	8.2	1,850	619	2,469	7.4
31 - 40	269	974	1,243	2.0	348	223	571	1.7
41 - 50	31	74	105		16	2	18	
51+								
Non spécifié								
	18,725	40,968	59,693	100.0	23,335	9,992	33,377	99.9

Source: Ministère de l'Education de l'Ontario, septembre 1975

Tiré de P. Atherton, p. 5

jeune contingent. Dans le système élémentaire, 65% avaient moins de 10 années d'expérience et 63% dans le secondaire étaient dans le même cas.

Atherton aborde plusieurs problèmes de personnel et de direction liés à l'évolution de la structure âge-expérience de l'effectif d'enseignants. "Les échelles de salaires actuellement négociées prévoient des augmentations automatiques avec l'expérience. De telles augmentations ont pour effet un accroissement du coût total des salaires qui dépasse celui qui serait suggéré par un pourcentage négocié" (p. 10). Il fait allusion, bien sûr, à la condition de beaucoup ou même de la plupart des enseignants qui ont moins des 10 ou 12 ans d'expérience qui correspondent au maximum d'expérience dans la plupart des échelles de salaires. Il remarque que dans quelques années, la plupart des enseignants auront ou auraient presque l'expérience maximum. Cela entraînera un changement ou même la fin du fait que les augmentations de salaires moyens vont plus vite que les augmentations négociées.

Atherton note cependant qu'une partie de la réduction de l'escalade du coût, que l'on attend lorsque la plupart des enseignants auront atteint leur plafond, pourrait bien être annulée par certains développements dans les qualifications universitaires. Les enseignants sont payés, en règle générale, pour leurs années d'instruction universitaire/professionnelle jusqu'à concurrence de sept années après le grade 12. Un contingent d'enseignants jeunes, surtout dans les conditions compétitives qui règnent, peut être obligé d'augmenter sans cesse ses qualifications moyennes au cours des années à venir. Ceci risque d'avoir les plus grandes conséquences financières pour les enseignants de l'élémentaire dont 46% avaient, en 1975, moins de quatre années de formation universitaire et professionnelle qui sont devenues une condition de recrutement pour tous les nouveaux enseignants depuis 1973 (p. 12).

> Puisqu'il est possible à un enseignant de se déplacer horizontalement et verticalement dans l'échelle des salaires, il semblerait que même lorsque la plupart des enseignants auront atteint le maximum d'expérience, ils continueront d'avoir des augmentations sur la base de leurs qualifications. Alors qu'il est possible de prévoir que les grandes hausses du coût des salaires liées à l'expérience pourront prendre fin en 1985, l'escalade des coûts liée aux qualifications pourrait continuer. (p. 14).

Atherton remarque que les conséquences du vieillissement du contingent des enseignants correspondent à quoi s'attendent la plupart des lecteurs. La plupart de ses lecteurs seront très surpris, en prenant connaissance du chapitre portant sur les retraites, par l'ampleur des dépenses futures qui en découle. Il est aussi impressionné que Foot par la part présente et future des dépenses provinciales et des dépenses de l'éducation par conséquent, à laquelle prétendra la caisse de retraites des enseignants.

> ... le total des paiements attendus du gouvernement en 1976 (sans tenir compte de l'effet des augmentations de salaire) pour assurer l'équilibre

actuaire de la caisse atteindrait $252 millions. A titre de comparaison, le total des subventions aux commissions scolaires était de $1,705 millions.* Ainsi, la contribution provinciale à la caisse des retraites représentait près de 15% du total des subventions scolaires (Atherton, pp. 39-40). En plus des paiements annuels requis pour couvrir le passif, le gouvernement doit aussi assumer, en puisant dans le revenu consolidé, le coût des petites pensions et des subventions de coût de la vie accordées aux pensionnaires de la caisse des retraites entre 1967 et 1975. En 1976-1977, ces paiements remontaient à $25,649,400. (Atherton, p. 41)

En résumé, il semble que les changements de la structure d'âge du contingent d'enseignants s'accompagneront d'une inflation de la moyenne des salaires, au moins dans l'avenir immédiat, et d'une répartition des salaires proche du salaire pour expérience maximum. L'effet des caractéristiques d'âge et d'expérience du contingent enseignant sur les dépenses pourra devenir extrême en raison de la prépondérance des clauses de contrats insistant sur l'ancienneté comme critère essentiel de rétention d'emploi. Les qualifications universitaires constituent un autre facteur susceptible de gonfler les salaires moyens. Il est possible de supposer cependant, que la grille des salaires, ainsi que nous la connaissons, basée sur des critères d'expérience et d'instruction, sera changée radicalement en fonction de changement de politique au niveau de la province ou du conseil. Les décisions de politique qui décideront des grilles de salaires futures détermineront en fait le coût du facteur le plus cher qui entre dans la production des services de l'éducation et, d'une façon à peine moins directe, le niveau des dépenses totales.

Mais un élément plus important pour les efforts de prévisions des dépenses futures en éducation est bel et bien le phénomène récent de la part grandissante, dans les dépenses de l'éducation, des contributions provinciales à la caisse des retraites. Les conséquences de ce développement sont difficiles

---

*Ministère de l'Education, Statistiques de l'Education en Ontario, Toronto, Queen's Printer, 1977, p. 126.

à prédire même si le système de financement de l'éducation avait autrement un avenir stable devant lui. Sous les conditions qui règnent, ceci ajoute un élément de complexité à un ensemble de développements déjà imprévisibles. Tout au moins, il nous obligera à reconsidérer un certain nombre de questions sur le coût de l'éducation, sur les dépenses en éducation et sur le partage de la facture de l'éducation. Dans la plupart des cas, il s'agira de questions déjà "résolues" depuis quelque temps et, en fait, de questions que beaucoup d'entre nous croyaient réglées à jamais.

EPILOGUE

Je suppose qu'un Commissionnaire ne devrait pas conclure de cette manière un rapport même intérimaire, mais étant donné que je me suis consacré au travail expérimental toute ma vie, je ne vois pas pourquoi je devrais m'empêcher de quitter les sentiers battus et d'attendre de voir ce qui arrivera. De plus, j'aimerais présenter un certain nombre de remarques finales à os collègues de cabinet et à vous-même, j'aimerais donner quelques détai.. sur la façon dont je me propose d'achever ma tâche et je finirai en posant deux questions capitales auxquelles vous voudrez bien, vous et votre gouvernement et je vous le demande instamment, réfléchir sérieusement et considérer avant la remise de mon rapport final. Que le lecteur puisse déduire de cette section ce que pourront être certaines de mes conclusions et recommandations est le cadet de mes soucis.

Comme je l'ai dit dès le début, les résultats de mon enquête seront toujours ouverts, mis à part les recommandations officielles qui seront adressées à vous et à vous seul. J'ai aussi le plaisir d'annoncer que personne, jusqu'ici, ne m'a accusé d'étouffer ou de cacher la vérité bien qu'il me soit arrivé de temps à autre d'être repris pour mes propos ouverts, francs et directs dans toutes nos réunions publiques, ce qui n'est pas étonnant dans cette époque de régimes sans sel, de demi-vérités et de mensonges béats.

Ma première remarque tient de l'annonce d'un succès. Grâce à tous les groupes qui ont patiemment écouté Howard Henderson et moi-même, le message des changements démographiques et le caractère inévitable de la baisse des effectifs scolaires (enfants et adolescents) sont acceptés à présent comme des réalités.

C'est peut-être une conséquence des mathématiques modernes que ces faits soient compris si facilement, mais c'est aux petites calculatrices électroniques importées du Japon et des Etats-Unis que je reconnais ce mérite. Bien sûr, étant donné que les naissances étaient encore à un minimum en 1977, on calculera vite que ce petit nombre émergera au grade 1 en 1983, au grade 8 et 9 en 1991 et 1992, se promènera dans les écoles secondaires en 1995 ou 1996 et plongera finalement dans le marché du travail ou dans les institutions post-secondaires. Ainsi, le reste du siècle semble bien programmé pour les systèmes scolaires. Ce qui est curieux, peut-être, c'est que les éducateurs n'ont nul besoin de calculatrice de poche pour déduire que les bébés qui NE sont PAS nés en 1977 N'iront PAS à l'école. Ce sont là les fantômes d'élèves qui n'ont jamais été incarnés. Depuis 1960, il y en a 40,000 tous les ans; comparé au niveau de fécondité de 1960, cela représente un élève-fantôme pour chaque élève incarné.

Grâce au travail des média d'information, même si leur version faussée des événements provoque parfois mon invective, l'homme de la rue apprend - difficilement et à contre-coeur peut-être - que ce qui est à présent un problème scolaire et ce qui arrive à nos écoles (qui est déjà arrivé, passant inaperçu, avec la disparition de tant de maternités et de cliniques d'accouchements, de personnel infirmier et médical et des services et des fournitures pour bébés) n'est en fait que le bord d'attaque du glacier des effets socio-économiques qui avance inexorablement dans nos vies et qui résulte de

changements démographiques radicaux et impressionnants. Ce que presque toutes les auditoires me demandent est non pas si mes faits et déductions ou projections sont exacts mais qu'y faire et comment apprendre à s'accommoder des conséquences de changements à venir dans notre mode de vie.

Ma deuxième remarque sera d'exprimer l'inquiétude que je ressens à l'idée des conséquences psychologiques et émotives des changements présents et à venir sur notre population. C'est là un problème, Monsieur le Ministre, que l'on placera sans façon sur les bras des politiciens fédéraux, municipaux - et j'ai failli dire internationaux; mais les leaders sages sont aussi rares sur cette scène que les dents proverbiales de la poule. (Je ne me permettrai pas de faire de commentaires sur leur existence dans l'arène nationale ou provinciale.) Vous et vos collègues recevront cet "enfant" avec le même enthousiasme que les parents horrifiés et scandalisés qui retrouvaient sur leurs bras le rejeton des jeunes pécheuses de la fiction de ma jeunesse qui avaient commis le péché de la chair.

Nous savons très bien à quoi nous attendre au Canada puisque cette génération de parents en puissance ne se reproduit pas au taux de remplacement; on assistera à court terme au rétrécissement des systèmes scolaires jusqu'à la fin du siècle et au-delà de l'année magique 2000, et à long terme au rétrécissement au niveau du pays par le dépeuplement. Mes psychologues-conseils m'informent qu'il n'y a pas de "valve de sécurité" dans ce système clos de contraction et les tensions du désespoir le feront exploser. Je le crois.

Nous pouvons bien sûr ajouter un grand nombre d'immigrants, mais ils seront pour la plupart de race, de couleur et de culture différentes des nôtres qui vivons ici aujourd'hui et ceci, tout en n'étant pas indésirable en soi, causerait des tensions raciales et des conflits si nous ne nous y préparions pas. Tout le monde occidental souffre de pénurie de gens, comme nous; certains pays plus que d'autres et ceux-ci ne laisseront pas partir leur citoyens pour venir développer et sauver notre pays. Les pays en voie de développement, avec leurs taux de fécondité incontrôlés, se feront sans doute un plaisir d'exporter leur trop-plein d'habitants. C'est là une question très explosive car les attitudes racistes de beaucoup de nos citoyens sont à peine cachées et on demandera sans détour et sans relâche aux politiciens ce qu'ils en pensent et ce qu'ils proposent d'y faire.

J'arriverai aux questions que je vous réserve dans la conclusion de ma "missive", mais permettez-moi d'abord de vous dire ce que je projette de faire pour achever ma tâche de Commissionnaire.

Des audiences publiques dans toute la province constitueront la prochaine étape de notre travail, comme prévu par les termes de notre contrat. Celles-ci débuteront le 1er mars à Thunder Bay et se continueront sans interruption jusqu'au 13 avril mise à part la semaine de Pâques du lundi 20 mars au lundi de Pâques le 27 mars inclus. La période d'audience se continuera au-delà de ces dates s'il se doit dans toutes les régions de la province où des groupes veulent nous faire une présentation. Un certain nombre de mémoires nous ont déjà été présentés et ils sont de qualité exceptionnelle.

Il est clair que les commissaires, les administrateurs, les enseignants et autres éducateurs s'inquiètent des conséquences que peut avoir une baisse

prolongée des effectifs scolaires et bien des groupes dans bien des communautés s'inquiètent tout autant des effets possibles sur cette génération d'élèves et les suivantes. J'étais agréablement surpris de constater que ces documents ne contenaient ni plaintes amères ni critiques déraisonnables; les critiques positives constituent l'essentiel ainsi que les suggestions sur les façons et moyens d'édulcorer l'effet de la baisse et d'instituer un plan d'action. En bref, le but est de profiter de la situation pour étendre nos services éducatifs plutôt que de voir ce qui arrive comme une catastrophe ou un grand désastre ne laissant d'autre alternative que le repli et l'amputation sous forme de mise à pied du plus grand nombre possible d'enseignants et d'employés, réduisant les programmes à leur plus simple expression et fermant les écoles et les classes par ci et par là. Personne n'a encore suggéré que cette situation de contradictions malheureuses et inévitables soit saisie comme une occasion rêvée de réduire les coûts scolaires à un niveau qu'un père Goriot recommanderait.

Au cours de ces audiences publiques, en partie, et immédiatement après celles-ci pour le reste, j'ai fait compiler, pour chaque chapitre des termes du contrat (et pour d'autres représentés par la phrase "sans restreindre la généralité de ce qui suit" à la page 2 de l'arrêté ministériel), une série de suggestions, solutions et alternatives qui ont été mises à l'essai ou qui pourront l'être et que je devrais bien sûr considérer sérieusement comme recommandations dans le rapport final que je vous destine. J'ai l'intention d'ébaucher une discussion sur chacun de ces points, d'organiser et de brocher le tout dans une sorte de rapport final avec titres, sous-titres, etc., et d'indiquer si possible les avantages, inconvénients et coûts probables correspondants lorsque ceux-ci peuvent être calculés.

Cette compilation sera publiée et fera l'objet d'une grande circulation vers la fin mai sous forme de livre blanc sur les questions politiques et sur les solutions possibles aux problèmes qui se posent. Si ces propositions stimulent assez d'intérêt, dans le sens positif ou négatif, j'espère conduire d'autres débats, séminaires et ateliers dans toute la province pour chercher un consensus, au moins sur la forme des directives à adopter pour les questions et pour les problèmes principaux. Un consensus omnium sur tous les points serait trop demander, évidemment, mais je perçois déjà un accord assez général sur beaucoup de points critiques, sur les chemins à suivre et le type de solutions à considérer.

En même temps, au cours des audiences et du travail qu'il me reste, nous publierons de temps à autre des bulletins d'information à jour pour tous ceux, dans notre province, qui s'intéressent à notre travail. Comme vous le savez, notre premier bulletin d'information sur les locaux a déjà été préparé et publié et circule sous forme multilithe. Nous espérons avoir bientôt plus de détails sur la population et les prévisions d'effectifs scolaires comme je l'ai indiqué dans une section antérieure, et ces données publiées avec des commentaires dès leur réception. En même temps, je publierai les rapports d'études spéciales que j'ai moi-même commanditées sous le nom de leur auteur ou auteurs respectifs dans la meilleure tradition universitaire. Ainsi, les groupes intéressés, dans toute la province, seront alors aussi bien informés que moi à tous les stades et pourront juger et critiquer sur une base solide ce que je pourrai recommander.

Il est dommage que tant de données sur les réalités de notre province, d'autres provinces et d'autres pays aient été si difficile à rassembler et à rendre accessibles, mais j'ai insisté, avant de l'accepter et de la communiquer au public, que l'information soit à jour. Au cours des six dernières années, les conditions ont tellement changé, comme vous le savez, que la plupart des rapports publiés au cours des années passées sont non seulement inutiles mais peuvent souvent induire en erreur. Le retard a été, pour moi et pour d'autres, une cause d'impatience, mais je refuse tout simplement d'arriver à des décisions et des conclusions et de recommander un plan d'action sans être en possession de certaines données. J'ai perdu pour cette raison entre un mois et six semaines au plus, mais personne n'y pouvait rien.

A partir des données contenues dans les mémoires, mémoranda, lettres et témoignages oraux et à partir aussi des données compilées dans le livre blanc en question et des réactions que ces suggestions et alternatives auront suscitées, je commencerai à travailler sur mon rapport final au mois de juin. Ce rapport ne sera pas long; il ne contiendra que les arguments et les résultats essentiels ainsi que les recommandations et les conclusions que j'en aurai déduits. Là encore je suivrai la pratique établie au niveau de ce rapport intérimaire et du livre blanc et publierai les données correspondantes et autre information détaillée sous forme d'annexe statistique en même temps que d'autres rapports d'études spéciales que j'ai commanditées pour accompagner mon rapport final ou pour le suivre dans les deux semaines. Je veillerai à ce qu'un bon nombre de copies de mon rapport final soient imprimées pour assurer une grande circulation et qu'un nombre limité de copies de l'annexe statistique et de l'étude correspondante soient offert sous forme multilithe.

J'ai l'intention de vous remettre le rapport final cet été sauf retard ou maladie imprévus. Mais la plupart des lecteurs pourront sans doute déduire du livre blanc et des discussions qui le suivront ce que pourront être mes principales recommandations, et votre ministère certainement ainsi que les conseils scolaires, les associations d'enseignants et les instituts de formation d'enseignants sauront certainement dès le mois de juin ce que devrait être leur plan d'action.

En fait, ils savent déjà que je m'attends à ce qu'ils étudient attentivement leurs conditions locales, qu'ils prévoient ces conditions pour les cinq années à venir et commencent à élaborer des plans qu'ils réviseront le cas échéant lorsque mon rapport final sera publié. Je ferai aussi remarquer que je m'attends à ce que, dans bien des cas, ils se mettent à pied d'oeuvre avant même l'acceptation ou le rejet de mes recommandations par votre gouvernement. Beaucoup auront déjà toute l'information et l'expertise qu'ils requièrent pour avancer; cela pourrait signifier que ce seront les groupes locaux qui exerceront des pressions sur votre ministère, sur votre gouvernement et sur le gouvernement fédéral plutôt que l'inverse. Mais je préfère que les choses se passent de cette manière qui seule, à mon avis, garantit que la démocratie marche et s'épanouisse, depuis la base constituée par les gens ordinaires jusqu'à leurs représentants dans les hautes sphères politiques.

Voici maintenant les deux questions finales que je vous pose à vous et à votre gouvernement et auxquelles je m'attends à avoir les réponses dans l'accore général avant que mon rapport final ne parvienne à votre bureau.

Questions et problèmes

1. Quelle est, pour le Canada, pour l'Ontario et pour les politiciens comme vous (hommes d'état si vous préférez) la valeur d'un bébé ou d'un enfant? Vous savez autant que moi que la population totale au Canada entrera un jour dans une phase de déclin constant. Est-ce là ce que vous, en tant que leaders, désirez, ou ce que nous, ceux qui suivons, les égarés, voulons? Je ne le pense pas. Nous pouvons faire quelque chose pour changer ou redresser la situation, mais cela coûtera cher en argent et en effort. Aussi, il nous reste peu de temps. Etes-vous prêt à agir et à agir à temps?

2. Quelle est pour votre gouvernement et pour nous la valeur de notre système scolaire et de ses programmes, et où se situe-t-elle dans votre échelle de valeurs et de priorités et dans la nôtre, nous les profanes hommes de la rue? Après tout, on devrait pouvoir trouver une oreille bienveillante et compréhensive dans les hautes sphères de votre gouvernement. N'avons-nous pas accordé (vous souvenez-vous du Zwicher et les chats?) à un ministre une grande part dans la construction du système à l'origine? De plus il a lui-même une famille de cinq enfants et avec un ancien assistant exécutif, père de neuf enfants et travaillant encore pour lui à un niveau plus élevé, il doit bien se trouver une autre oreille à Queen's Park (sans compter celles solidement attachées à votre propre tête) qui voudra bien écouter! Franchement, je ne sais où se situe votre gouvernement ni mes compatriotes (normalement) bien-aimés. Je soupçonne que nous sommes devenus diablement égoïstes et satisfaits de nous-mêmes au cours de ces années de vaches grasses et nous ne pensons qu'à notre confort et à ce qui nous arrange. Je soupçonne que l'éducation vient très loin dans notre liste de priorités surtout lorsqu'il s'agit non pas de bon sens mais de débourser de l'argent. Sacrifierons-nous encore une fois les jeunes innocents à notre confort? Je sais quant à moi ce que je pense, même lorsque je vois l'inflation s'attaquer à ma pension de retraite fixe à une vitesse incroyable. Je suis prêt à prêter encore une fois serment comme nous l'avons fait lors de la dépression et de l'horrible deuxième guerre mondiale que jamais nos enfants ni notre jeunesse ne devront souffrir comme nous avons souffert.

Mon caractère est tel qu'il m'est impossible de conclure sur une note solennelle qui ne me rappellera que trop les menaces d'enfer et de damnation de ma jeunesse souffrante, pour être trop indocile, que nous faisaient les missionnaires des Foothills qui étaient décidés à sauver nos petites âmes ignorantes, dussions-nous en mourir. Je suis sûr que vous ne verrez pas d'inconvénient à ce que je vernisse ici, pour la chronique et la postérité, le rapport intérimaire illustré que je vous ai soumis il y a quelques semaines sans que ce soit vraiment pour plaisanter, je l'admets. Nous avons peut-être besoin de certaines choses pour rappeler combien les enfants nous sont précieux et combien notre avenir dépend d'eux. Ces images qui suivent expliquent pourquoi les effectifs scolaires diminuent et ce que nous devons faire pour nous assurer un avenir qui nous permette de nous épanouir. J'ai aussi indiqué à la fin ce que pourrait être la toute dernière question pour notre race et notre planète.

ANNEXE A

Annexe technique

Un

Rapport

intérimaire d'intérime

de l'

OPERATION CBES

Présenté à

L'Honorable Thomas L. Wells

(Monsieur le Ministre, je présume?)

Meilleurs voeux de la saison et tout!

(De la région atlantique qu'est la vôtre)

Le 25 décembre 1977

Robert W.B. Jackson
Commissionnaire

* * * * * * * * * * *

TOM! TOM!

REGARDEZ! REGARDEZ!

OYEZ! OYEZ!

*****

REGARDEZ BOB COURIR!

ECOUTEZ PARLER BOB!

(du Jour Davis)

**

! On a trouvé la réponse !

******

l'IEPO - bien sûr!

Au département de la planification de l'éducation, naturellement!

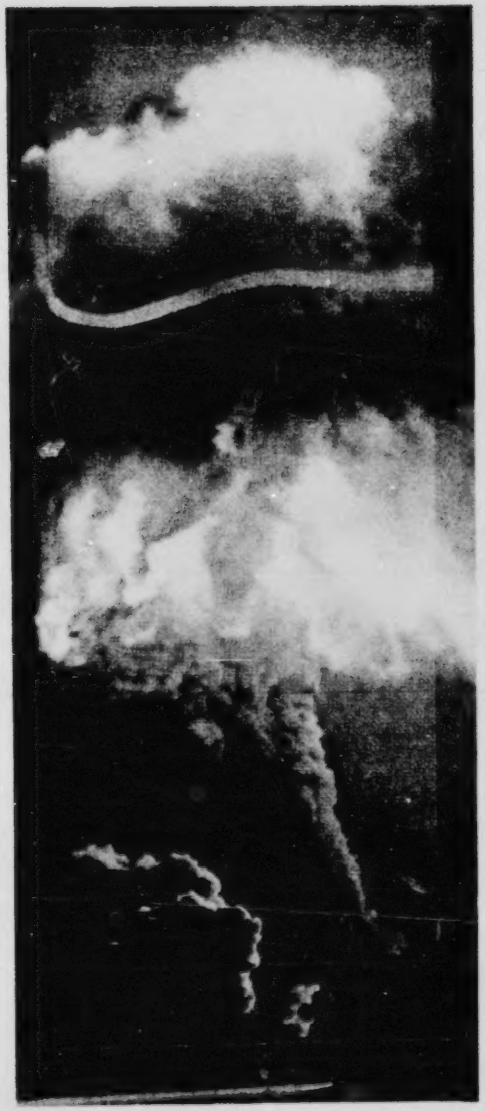
(Qui a-t-il de nouveau à cela!)

***

CECI EST ....
.... UN ENFANT

SERA-CE L'UN OU L'AUTRE
OU L'UN ET L'AUTRE?

CECI?



ET/OU

CELA?

L'UNIVERS DE BERRY

1073

1074

"Qu'est-ce que c'est que cette histoire
de recherche en génétique?"

Un beau membre de cette espèce rare et en danger

Une ouvrière dans l'attente

A VISIT TO ONE OF THE FEW GUARDED ISOLATED COLONIES OF THOSE PRECIOUS VANISHING CANADIANS (CIRCA AD 1977)

1076

UN CLASSE DE JARDIN D'ENFANTS SITUE PRES DE BORD DE LA FALAISE DE SCARBOROUGH, HAUT CANADA

LE PRESENT ET L'AVENIR

DE LA BAISSE DES EFFECTIFS

UN DESASTRE?

OU

UNE CHANCE?

TOUT DEPEND

- DE VOUS
- DE VOTRE CONSEIL
- ET DE VOTRE COMMUNAUTE

QUELLES SONT NOS PRIORITES?

SOU

SOURIEZ!

LES CHOSES PEUVENT EMPIRER!

?

LA QUESTION

FINALE

?

TABLEAUX

Annexe B

		Page
1A	Différence entre les effectifs de l'élémentaire obligatoire observés et les prévisions d'IEPO par grade en pourcentage des effectifs observés en Ontario, 1968-76 (basés sur des chiffres observés jusqu'en 1967).	2
1B	Différence entre les effectifs de l'élémentaire obligatoire observés et les prévisions d'IEPO par grade en pourcentage des effectifs observés en Ontario, 1971-76 (basés sur des chiffres observés jusqu'en 1970).	2
1C	Différence entre les effectifs de l'élémentaire obligatoire observés et les prévisions d'IEPO par grade en pourcentage des effectifs observés en Ontario, 1973-76 (basés sur des chiffres observés jusqu'en 1972).	3
1D	Différence entre les effectifs de l'élémentaire obligatoire observés et les prévisions d'IEPO par grade en pourcentage des effectifs observés en Ontario, 1974-76 (basés sur des chiffres observés jusqu'en 1973).	4
1E	Différence entre les effectifs de l'élémentaire obligatoire observés et les prévisions d'IEPO par grade en pourcentage des effectifs observés en Ontario, 1975-76 (basés sur des chiffres observés jusqu'en 1974).	4
2A	Différence entre les effectifs de l'élémentaire obligatoire et les prévisions d'IEPO par âge en pourcentage des effectifs observés en Ontario, 1973-1976.	9
2B	Différence entre les effectifs de l'élémentaire obligatoire et les prévisions d'IEPO par âge en pourcentage des effectifs observés en Ontario, 1975-1976.	9
3A	Différence entre les effectifs de l'élémentaire obligatoire et les prévisions du ministère par grade et en pourcentage des effectifs observés en Ontario, 1973-1976.	10
3B	Différence entre les effectifs de l'élémentaire obligatoire et les prévisions du ministère par grade et en pourcentage des effectifs observés en Ontario, 1973-1976.	11
3C	Différence entre les effectifs de l'élémentaire obligatoire et les prévisions du ministère par grade et en pourcentage des effectifs observés en Ontario, 1975-1976	11
4	Comparaison de la population réelle avec les prévisions pour l'Ontario calculs 1.	15
5	Comparaison de la population réelle avec les prévisions pour l'Ontario calculs 2.	16

Annexe B...		Page
6	Comparaison de la population réelle avec les prévisions pour l'Ontario.	18
7	Comparaison de la population réelle avec les prévisions pour l'Ontario.	19
8	Comparaison de la population réelle avec les prévisions pour l'Ontario.	20
9	Nombre total des prévisions par comté selon la fourchette de l'erreur absolue de calcul des effectifs totaux du public, 1973-1977.	23
10	Nombre total des prévisions par comté selon la fourchette de l'erreur absolue des calculs 1 des effectifs totaux des écoles séparées, 1973-1977.	24
11	Comparaison des effectifs réels et prévus totaux des écoles élémentaires en 1976 (calculs 1) par grade, par comté ou districts et certaines villes choisies de l'Ontario.	26
12	Analyse d'erreur dans les prévisions d'effectifs scolaires de conseils choisis en Ontario par degré de précision accepté.	28
13A	Différence entre les effectifs du secondaire réels et les prévisions d'IEPO par grade et en pourcentage des effectifs réels en Ontario, 1967-1976.	29
13B	Différence entre les effectifs du secondaire réels et les prévisions d'IEPO par grade et en pourcentage des effectifs réels en Ontario, 1972-1976.	29
13C	Différence entre les effectifs du secondaire réels et les prévisions d'IEPO par grade et en pourcentage des effectifs réels en Ontario, 1973-1976.	30
14	Différence entre les effectifs du secondaire réels et les prévisions d'IEPO par âge et en pourcentage des effectifs réels en Ontario, 1973-1976.	31
15	Différence entre les effectifs du secondaire, réels et les prévisions d'IEPO par grade et en pourcentage des effectifs, réels et en Ontario, 1971-1976.	32
16	Nombre total de prévisions par comté selon la fourchette de l'erreur absolue des calculs 1 des effectifs scolarisés totaux en Ontario, 1973-1977.	36
17	Comparaison des effectifs totaux du secondaire réels et prévus (calculs 1) pour 1976 par grade, comté, district et ville en Ontario.	38

Annexe B...		Page
18	Elèves et enseignants des écoles élémentaires de l'Ontario.	41
19A	Nombre réel d'acquisitions d'enseignants à plein-temps.	42
19B	Nombre prévu d'acquisitions d'enseignants à plein-temps.	43
20	Demande calculée d'enseignants de l'élémentaire en Ontario basée sur les calculs 1.	44
21A	Nombre réel des départs d'enseignants à plein temps, 1966-1976.	45
21B	Nombre prévu des départs d'enseignants à plein temps, 1976-1986.	46
22	Elèves et enseignants dans les écoles secondaires de l'Ontario.	48
23A	Acquisitions d'enseignants du secondaire à plein temps réels.	50
23B	Acquisitions d'enseignants du secondaire prévus.	51
24	Départs d'enseignants du secondaire à plein temps, 1966-1976.	52
24B		
25	Perspectives de l'ordre et la demande d'enseignants du secondaire en Ontario.	53

ANNEXE B

RAPPORT CBES

UN AVENIR INCERTAIN - CROIRE OU NE PAS CROIRE
LES PREVISIONS?

par Cicely Watson

La Commission sur la baisse des effectifs scolaires (CBES) est donc chargée de décrire l'ampleur et la durée de la diminution des effectifs dans les écoles élémentaires et secondaires de l'Ontario. Après que le docteur Jackson, Commissionnaire, a demandé au personnel d'IEPO de préparer les prévisions de la Commission - pour dix et vingt ans dans un détail considérable - nous avons estimé qu'il nous fallait évaluer nos résultats passés. L'équipe d'IEPO fait des prévisions d'effectifs en Ontario depuis 1965. Certaines des prévisions scolaires pour le niveau élémentaire avaient déjà été publiées en 1968, tandis que des prévisions pour les écoles secondaires remontent à 1967 et des prévisions par conseil de comté ont été publiées en 1971. Depuis 1973, des prévisions similaires par âge ont été faites. En plus des chiffres publiés que l'on basait sur le jugement et l'extrapolation, des ensembles de chiffres produits par des calculs sur ordinateur suivant 6 techniques mathématiques différentes ont été préparés depuis 1974. Nous avons aussi mis au point une méthode de validation à l'ordinateur qui reproduit pour des fins de comparaison des perspectives dans le passé. Tout cela fournit une quantité considérable de prévisions à analyser.

Nous présentons ici, en même temps, notre analyse des perspectives d'effectifs scolaires faites par le ministère ainsi que celle des prévisions démographiques officielles du gouvernement de l'Ontario et qui proviennent du département de l'Economie et du Développement.

L'objet de cette révision est double: (1) Nous assurer et assurer le Commissionnaire que l'erreur dans nos prévisions est à un minimum raisonnable; l'erreur doit être assez minime pour que nous puissions avoir foi dans notre description des conditions futures et pour nous assurer que nos prévisions pour les dix et vingt années à venir soient prises au sérieux; (2) Assurer le Commissionnaire que la province et les responsables des systèmes scolaires ont eu accès, d'année en année, à des prévisions raisonnablement précises sur la démographie à venir et la baisse des effectifs; que leurs problèmes proviennent non pas d'erreurs de prévisions, mais parce que celles-ci avaient été mises en doute sans qu'aucune action soit prise.

Effectifs de l'élémentaire - Calculs d'IEPO

Le tableau 1 indique la différence entre les effectifs de l'élémentaire prévus par les calculs d'IEPO et les effectifs obligatoires réels par grade com-

* L'auteur souhaite rendre hommage au travail de Ariber Kleist qui, en tant qu'assistant sous la direction générale du directeur de projet à IEPO, Saeed Quazi, a préparé les tables pour cette analyse.

Tableau Annexe 1A DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE OBSERVES ET LES PREVISIONS DE L'IEPO PAR GRADE EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO 1968-1976 (BASES SUR LES CHIFFRES OBSERVES JUSQU'EN 1967)

Année de prévision	Secteur	Grade 1 Est. 1	Grade 1 Est. 2	Grade 2 Est. 1	Grade 2 Est. 2	Grade 3 Est. 1	Grade 3 Est. 2	Grade 4 Est. 1	Grade 4 Est. 2	Grade 5 Est. 1	Grade 5 Est. 2	Grade 6 Est. 1	Grade 6 Est. 2	Grade 7 Est. 1	Grade 7 Est. 2	Grade 8 Est. 1	Grade 8 Est. 2	Grade 9 Est. 1	Grade 9 Est. 2	Grade 10 Est. 1	Grade 10 Est. 2	Auxiliaire Est. 1	Auxiliaire Est. 2	Total Est. 1	Total Est. 2
1968	Public	- 0.68		+0.19		+0.82		+0.73		+0.89		+0.55		+0.62		-0.27						- 1.51		+ 0.49	
1969	"	- 1.40		-0.76		+1.32		+0.39		+1.11		+0.06		+0.68		+0.16						+15.22		+ 0.53	
1970	"	- 2.63		-1.44		+0.02		+0.97		+2.40		+2.16		+1.45		+0.39						+ 8.27		+ 0.56	
1971	"	- 3.12		-2.91		-0.20		+0.04		+4.15		+3.52		+2.95		+1.24						+21.04		+ 1.00	
1972	"	- 1.46		-3.45		-1.83		-0.87		+4.06		+5.14		+4.74		+2.99						+ 2.46		+ 1.43	
1973	"	+ 0.99		-1.71		-2.17		-2.76		+3.68		+5.03		+6.58		+5.08						- 5.20		+ 1.73	
1974	"	+ 2.85		+0.39		-4.05		-4.50		+0.81		+4.13		+5.86		+7.21						+ 2.63		+ 1.77	
1975	"	- 1.66		+1.02		+1.15		-1.73		+0.62		+1.79		+5.01		+6.29						+26.35		+ 0.99	
1976	"	- 4.91		-1.86		+1.96		+0.62		+0.53		+1.19		+2.48		+6.01						+21.76		+ 0.95	
1968	Séparé	+ 2.00		-1.01		-0.78		+0.20		+0.78		-0.66		-0.14		-0.52						- 5.22		- 0.49	
1969	"	+ 5.46		+1.25		+1.34		-0.53		+1.09		-0.88		-0.65		-0.75						+20.24		+ 0.83	
1970	"	+ 5.98		+3.15		-0.02		-1.40		-0.07		-0.01		-1.20		-1.51						+27.94		+ 2.49	
1971	"	+ 6.86		+3.01		+1.76		-0.47		-1.48		-1.49		-1.10		-2.82						+44.66		+ 1.42	
1972	"	+ 8.29		+2.55		+0.33		+0.79		-0.95		-3.09		-2.21		-3.11						+45.65		+ 1.26	
1973	"	+ 10.30		+2.55		-1.19		-1.42		-0.74		-3.08		-1.93		-2.61						+71.11		+ 0.99	
1974	"	+ 10.49		+5.36		+1.93		-3.71		+2.69		+2.56		+4.19		+5.14						+71.65		+ 0.96	
1975	"	+ 6.29		+5.90		+2.39		+0.52		-5.13		-4.31		-3.91		-4.35						+75.71		+ 0.66	
1976	"	+ 3.13		+3.17		+3.09		+0.24		-1.30		-7.24		-5.09		-5.18						+57.79		+ 0.11	
1968	Total	- 0.80		-0.09		+0.55		+0.58		+0.86		+0.08		+0.48		-0.69						- 2.65		+ 0.09	
1969	"	+ 0.06		-1.26		+0.35		+0.32		+0.98		+0.16		+0.18		-0.23						+16.17		+ 0.42	
1970	"	- 0.35		-0.75		-1.49		+0.04		+1.63		+1.35		+0.72		-0.47						+12.55		+ 0.37	
1971	"	- 0.42		-1.58		-0.34		+1.56		+2.10		+2.03		+1.63		+0.26						+19.46		+ 0.72	
1972	"	+ 0.92		-2.23		-1.60		-1.04		+0.86		+2.35		+2.72		+1.52						+10.74		+ 0.71	
1973	"	+ 3.57		-1.07		-2.29		-2.69		+1.52		+0.92		+3.12		+2.68						+ 9.48		+ 0.95	
1974	"	+ 5.01		+1.81		-2.91		-4.74		-0.52		+1.54		+1.21		+3.18						+27.49		+ 0.96	
1975	"	+ 0.59		+2.45		+1.51		-1.30		-1.49		-0.36		+1.56		+1.39						+ 1.20		+ 0.11	
1976	"	- 2.55		-0.47		+2.37		-0.37		-0.53		-1.72		-0.03		+2.39						- 5.02		- 0.26	

Tableau Annexe 1B DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE OBSERVES ET LES PREVISIONS DE L'IEPO PAR GRADE EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO 1971-1976 (BASES SUR LES CHIFFRES OBSERVES JUSQU'EN 1970)

Année de prévision	Secteur	Grade 1 Est. 1	Grade 1 Est. 2	Grade 2 Est. 1	Grade 2 Est. 2	Grade 3 Est. 1	Grade 3 Est. 2	Grade 4 Est. 1	Grade 4 Est. 2	Grade 5 Est. 1	Grade 5 Est. 2	Grade 6 Est. 1	Grade 6 Est. 2	Grade 7 Est. 1	Grade 7 Est. 2	Grade 8 Est. 1	Grade 8 Est. 2	Grade 9 Est. 1	Grade 9 Est. 2	Grade 10 Est. 1	Grade 10 Est. 2	Auxiliaire Est. 1	Auxiliaire Est. 2	Total Est. 1	Total Est. 2
1971	Public	+7.10	+ 1.75	-0.32	+0.41	+0.31	+0.31	+0.14	+0.36	+1.27	+0.99	+0.36	+0.46	-0.42	-0.08	+0.18	+0.22					- 2.01	- 3.14	+ 1.00	+ 0.46
1972	"	+8.72	+ 8.46	+6.34	+1.97	+0.02	+0.66	-0.17	+0.05	+2.03	+1.98	+1.56	+1.81	+0.46	+0.85	+0.44	+0.77					- 8.79	- 9.76	+ 2.05	+ 1.60
1973	"	+8.22	+ 9.75	+8.12	+8.68	+7.24	+2.48	-0.67	+0.09	+1.97	+1.87	+2.27	+2.35	+1.90	+2.05	+1.42	+1.81					-11.67	-12.25	+ 3.19	+ 3.00
1974	"	+9.30	+11.19	+7.29	+9.57	+5.95	+6.30	+4.84	+0.28	+0.44	+1.03	+1.99	+2.04	+2.04	+2.45	+3.25	+3.45					- 2.02	- 1.98	+ 4.01	+ 4.13
1975	"	+5.75	+ 5.02	+7.02	+9.65	+7.42	+9.49	+6.24	+6.99	+7.82	+2.88	+0.80	+1.52	+1.60	+2.01	+1.20	+1.68					-17.69	-17.37	+ 4.22	+ 4.22
1976	"	+5.44	+ 0.31	+5.25	+5.34	+7.36	+9.76	+5.83	+7.83	+8.58	+8.78	+7.81	+3.01	+0.49	+2.58	+3.46	+1.99					-20.29	-20.05	+ 4.55	+ 4.95
1971	Séparé	+5.94	+ 0.08	-1.24	-0.37	-0.97	-0.29	-0.21	-0.30	-0.98	-0.62	+1.04	-0.60	+0.42	-1.29	-0.29	-0.23					+10.54	+ 8.73	+ 0.61	- 0.22
1972	"	+7.68	+ 5.38	+3.27	-1.54	-3.64	-2.04	-1.68	-1.01	-1.62	-1.26	-0.16	+1.43	+1.74	-1.50	+0.45	+0.61					+ 6.88	+ 3.15	+ 0.69	- 0.53
1973	"	+6.10	+ 2.82	+3.22	+2.10	-0.27	-3.83	-5.09	-3.52	-4.11	-3.00	-1.32	-2.56	+0.22	-2.64	+1.28	-1.37					+24.37	+22.88	+ 0.08	- 1.38
1974	"	+1.91	+ 1.55	+2.64	+0.51	+0.06	+0.17	+2.72	-6.16	-7.01	-4.97	-3.48	-1.93	+1.21	-1.98	+1.06	+3.37					+ 8.13	+ 7.81	- 1.36	- 2.55
1975	"	-4.25	- 4.48	-0.69	-0.05	-0.24	-1.49	-1.97	-2.16	-4.85	-7.69	-6.45	-5.96	-1.62	-5.56	-1.65	-3.80					+ 4.30	+ 5.13	- 2.19	- 3.87
1976	"	-7.31	- 9.02	-5.78	-5.10	-3.38	-1.92	-2.15	-3.29	-3.42	-3.04	-4.73	-9.06	-6.03	-6.99	-3.60	-4.93					-11.62	-10.26	- 4.73	- 5.62
1971	Total	+6.79	+ 1.30	-0.57	+0.19	-0.05	+0.14	+0.04	+0.18	+0.62	+0.53	+0.55	+0.16	-0.18	-0.39	+0.05	+0.22					+ 0.65	+ 0.67	+ 0.89	+ 0.27
1972	"	+8.44	+ 7.62	+5.60	+0.98	-1.02	-0.11	-0.60	-0.33	+0.99	+1.05	+1.05	+0.57	+0.83	+0.18	+0.44	+0.38					- 5.92	- 7.05	+ 2.67	+ 0.10
1973	"	+7.61	+ 7.83	+6.72	+6.80	+5.07	+0.66	-1.94	-0.55	+0.22	+0.48	+1.24	+0.94	+1.42	+0.70	+1.38	+0.92					- 6.70	- 7.45	+ 2.31	+ 1.76
1974	"	+7.27	+ 8.47	+5.95	+6.97	+4.25	+4.44	+2.64	-1.59	-1.71	-0.70	+0.43	+0.33	+1.11	+0.60	+2.00	+1.44					+ 0.16	+ 0.13	+ 2.49	+ 2.22
1975	"	+2.91	+ 2.33	+4.79	+6.85	+5.17	+6.27	+4.03	+4.29	+4.06	-0.25	-1.30	-0.64	+0.10	-0.17	+1.80	+1.52					-13.49	-13.08	+ 2.09	+ 1.89
1976	"	+1.81	- 2.35	+2.04	+2.29	+4.19	+0.31	+3.47	+4.54	+5.02	+5.27	+4.08	-0.59	+1.40	-0.36	+1.42	-2.38					-18.39	-17.99	+ 1.85	+ 1.24

1083

1084

Tableau Annexe 1C DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE OBSERVES ET LES PREVISIONS DE L'IEPO PAR GRADE EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1973-1976 (BASES SUR LES CHIFFRES OBSERVES JUSQU'EN 1972)

Année de prévision	Secteur	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliaire		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1973	Public	+2.23	+ 0.88	-0.81	-0.81	-0.44	-0.44	-1.28	-1.28	-0.30	-0.30	-0.93	-0.93	-0.53	-0.53	-0.62	-0.62					2.03	- 2.18	-0.42	-0.57
1974	"	+4.07	- 2.37	+1.94	+0.59	-3.12	-3.12	-2.41	-2.41	-1.65	-1.65	-0.51	-0.51	-1.15	-1.15	+0.06	+0.06					8.03	+ 7.07	-0.20	-1.08
1975	"	+3.66	- 5.96	+2.49	-3.86	+1.74	+0.39	-2.33	-2.33	-1.13	-1.13	-1.55	-1.55	-0.89	-0.89	-0.74	-0.74					7.32	-11.19	-0.17	-2.26
1976	"	+4.45	- 4.62	+3.77	-5.86	+2.48	-3.87	-0.49	-0.84	-1.93	-1.93	-1.38	-1.38	-1.85	-1.85	+0.20	+0.20					10.43	-14.77	+0.33	-2.87
1973	Séparé	+0.16	- 1.16	-2.54	-2.54	-2.35	-2.35	-0.91	-0.91	-1.30	-1.30	-0.59	-0.59	-0.64	-0.64	-0.46	-0.46	- 9.56	- 9.56	- 6.91	- 6.91	+ 9.04	+ 2.17	-1.38	-1.62
1974	"	-0.47	- 6.64	-1.47	-2.78	-4.57	-4.59	-4.18	-4.18	-1.74	-1.74	-1.55	-1.55	-1.50	-1.50	-1.91	-1.91	-17.84	-17.84	-13.77	-13.77	+ 3.87	- 3.70	-3.09	-3.97
1975	"	-1.19	-10.36	-1.44	-7.54	-3.27	-4.55	-5.94	-5.94	-5.13	-5.13	-2.05	-2.05	-2.71	-2.71	-1.92	-1.92	-21.11	-21.11	-22.24	-22.24	+ 1.41	- 7.30	-4.40	-6.27
1976	"	-0.74	- 9.37	-1.22	-10.39	-3.13	-9.13	-4.54	-5.80	-6.21	-6.21	-5.87	-5.87	-2.63	-2.63	-2.66	-2.66	-21.27	-21.27	-15.02	-15.02	-12.83	-31.28	-4.76	-7.60
1973	Total	+1.66	+ 0.31	-1.31	-1.31	-0.99	-0.99	-1.17	-1.17	-0.58	-0.58	-0.83	-0.83	-0.56	-0.56	-0.58	-0.58	- 9.58	- 9.58	- 6.91	- 6.91	+ 0.08	- 1.35	-0.70	-0.88
1974	"	+2.79	- 3.58	+0.96	-0.38	-1.44	-1.44	-2.93	-2.93	-1.68	-1.68	-0.81	-0.81	-1.25	-1.25	-0.51	-0.51	-17.84	-17.84	-13.77	-13.77	+ 7.13	+ 4.76	-1.07	-1.96
1975	"	+2.28	- 7.31	+1.35	-4.92	+0.27	-1.06	-3.40	-3.40	-2.31	-2.31	-1.70	-1.70	-1.41	-1.41	-1.08	-1.08	-21.11	-21.11	-22.24	-22.24	- 5.65	-10.45	-1.46	-3.48
1976	"	+2.97	- 5.97	+2.31	-7.18	+0.82	-5.42	-1.00	-2.31	-3.20	-3.20	-2.72	-2.72	-2.08	-1.51	-0.63	-0.63	-21.31	-21.31	-15.06	-51.06	-10.94	-16.14	-1.23	-4.24
		Est. 1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A	Est.1A	Est.2A
1973	Public	-0.91	- 0.69	-0.91	-0.89	-0.41	-0.63	-1.21	-1.47	-0.51	-0.33	-0.83	-0.82	-0.71	-0.29	-0.50	-0.19					- 7.80	- 6.28	-0.96	-0.82
1974	"	+0.26	- 3.72	-1.20	-1.05	-2.96	-3.40	-2.26	-2.74	-1.73	-1.83	-0.59	-0.40	-1.18	-0.76	+0.06	+0.80					+ 0.97	+ 2.35	-1.14	-1.47
1975	"	+0.37	- 7.36	-1.19	-5.24	-1.07	-1.47	-2.03	-2.75	-1.10	-1.42	-1.45	-1.53	-1.05	-0.46	-0.57	+0.15					-15.76	-15.31	-1.48	-2.82
1976	"	+1.83	- 5.87	+0.65	-7.29	-0.81	-5.45	-2.10	-2.83	-1.76	-2.31	-1.12	-1.44	-1.77	-1.47	+0.28	+1.16					-18.64	-18.85	-1.19	-3.58
1973	Séparé	-1.34	- 3.95	-2.33	-2.42	-1.72	-2.04	-1.16	-1.29	-1.29	-1.38	-0.72	-0.98	-0.35	-0.67	-0.01	-0.10	- 8.88	- 9.16	- 2.11	-3.17	+ 3.51	+ 3.69	-1.32	-1.77
1974	"	-2.82	- 9.42	-2.66	-5.36	-3.60	-4.04	-3.75	-4.23	-1.91	-2.17	-1.63	-1.99	-1.27	-1.88	-1.17	-1.58	-15.19	-15.80	- 6.91	-8.34	- 1.81	- 2.38	-2.97	4.29
1975	"	-3.64	-13.33	-3.48	-10.15	-3.59	-6.65	-5.01	-5.65	-4.59	-5.21	-2.23	-2.79	-2.38	-3.13	-1.19	-1.53	-18.77	-19.84	-13.84	-15.64	- 4.63	- 6.24	-4.31	-6.85
1976	"	-3.67	-12.76	-3.32	-11.21	-4.30	-11.29	-4.80	-8.06	-5.08	-5.88	-5.33	-6.25	-2.33	-3.32	-1.78	-2.68	-18.85	-20.05	- 6.02	-8.62	-18.43	-20.72	-4.80	-8.54
1973	Total	-1.03	- 1.59	-1.32	-1.33	-0.79	-1.04	-1.19	-1.42	-0.73	-0.63	-0.80	-0.86	-0.60	-0.40	-0.36	-0.13	- 8.89	- 9.17	- 2.11	-3.17	- 5.64	- 4.38	-1.06	-1.10
1974	"	-1.61	- 5.11	-1.62	-2.29	-3.14	-3.58	-2.69	-3.18	-1.79	-1.93	-0.89	-0.85	-1.20	-1.08	-0.30	+0.11	-15.20	-15.82	- 6.91	-8.34	+ 1.38	+ 1.33	-1.69	-2.32
1975	"	-0.77	- 9.05	-1.85	-6.66	-1.81	-2.99	-2.91	-3.60	-2.14	-2.54	-1.67	-1.89	-1.43	-1.23	-0.75	-0.45	-18.77	-19.84	-13.84	-15.64	-13.63	-13.58	-2.34	-4.05
1976	"	+0.27	- 7.83	-0.50	-9.02	-1.84	+7.18	-2.90	-4.38	-2.75	-3.37	-2.38	-2.87	-1.93	-2.00	-0.32	+0.46	-18.89	-20.09	- 6.06	-8.66	-18.59	-19.24	-2.30	-5.10

Tableau Annexe 1D DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE OBSERVES ET LES PREVISIONS DE L'IEPO PAR GRADE EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1974-1976 (BASES SUR LES CHIFFRES OBSERVES JUSQU'EN 1973)

Année de prévision	Secteur	Grade 1 Est. 1	Grade 1 Est. 2	Grade 2 Est. 1	Grade 2 Est. 2	Grade 3 Est. 1	Grade 3 Est. 2	Grade 4 Est. 1	Grade 4 Est. 2	Grade 5 Est. 1	Grade 5 Est. 2	Grade 6 Est. 1	Grade 6 Est. 2	Grade 7 Est. 1	Grade 7 Est. 2	Grade 8 Est. 1	Grade 8 Est. 2	Grade 9 Est. 1	Grade 9 Est. 2	Grade 10 Est. 1	Grade 10 Est. 2	Auxiliaire Est. 1	Auxiliaire Est. 2	Total Est. 1	Total Est. 2
1974	Public	+0.35	-1.05	-0.28	-0.28	+2.61	+2.61	+1.74	+1.74	+1.07	+1.07	-0.21	-0.21	-0.72	-0.72	+0.29	+0.29								
1975	"	+2.50	+6.69	+1.25	+4.50	+1.77	+6.77	+1.57	+1.57	+1.14	+1.14	+2.47	+0.47	+1.04	+1.04	+0.42	+2.42					+ 7.66	+ 7.26	- 0.54	- 0.91
1976	"	+2.21	+5.28	+2.40	+6.59	+1.49	+4.81	+1.74	+1.74	+1.07	+1.07	+1.19	+1.19	+1.77	+1.77	+0.52	+0.52					+10.52	+12.31	+ 1.52	+ 1.40
1974	Séparé	+0.83	+4.72	+1.17	+1.05	+0.10	+0.10	+0.89	+0.89	+0.65	+0.65	+0.35	+0.35	+0.42	+0.42	+1.02	+1.02					+23.94	+25.25	- 1.91	- 3.24
1975	"	+8.33	+8.33	+2.83	+2.17	+1.42	+1.42	+0.35	+0.35	+0.40	+0.40	+0.03	+0.03	+0.06	+0.06	+0.14	+0.59	+0.59	+0.59						
1976	"	+2.07	+7.49	+1.03	+3.98	+1.88	+2.11	+1.09	+2.09	+0.85	+0.85	+0.59	+0.59	+0.84	+0.84	+0.04	+0.04								
1974	Total							-1.49	-1.41	-0.58	-0.58	-0.03	-0.03	-0.04	-0.04	-0.13	+0.09								
1975	"	+0.99	+3.18	+0.82	+1.96	+0.13	+0.49	+1.21	+1.21	+0.92	+0.92	+0.42	+0.42	+0.89	+0.89	+0.61	+0.61								
1976	"	+1.97	+5.92	+2.28	+6.59	+0.87	+4.01	+0.90	+0.90	+1.05	+1.05	+1.15	+1.15	+1.01	+1.01	+0.28	+0.28								
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1974	Public	+0.29	-0.43	-0.33	-0.61	-0.32	+0.75	+1.11	+1.00	+1.00	+1.43	+1.18	+1.43	+1.69	+2.00	+0.67	+0.83								
1975	"	+0.27	+0.31	+1.00	+1.56	+1.17	+0.79	+1.16	+1.01	+1.82	+0.93	+2.08	+1.43	+2.13	+2.78	+1.71	+1.99					+ 4.55	+ 5.32	+ 1.15	+ 1.15
1975	"	+1.06	+1.76	+0.87	+4.77	+1.17	+2.09	+1.79	+2.27	+2.67	+2.27	+2.08	+0.82	+2.81	+2.81	+1.43	+2.87					+14.13	+12.80	+ 1.99	+ 2.49
																						+16.35	+16.17	+ 2.70	+ 3.01
1974	Séparé	+0.04	+1.41	-0.38	+0.19	+0.11	+0.11	+1.37	+1.41	+1.86	+1.58	+1.17	+1.17	+0.48	+0.48	+0.89	+1.06	- 0.01	+0.93	+ 1.86	+ 1.86	- 0.12	- 0.01	- 0.12	- 1.61
1975	"	+1.68	+1.68	+1.81	+3.54	+0.78	+0.47	+1.26	+0.42	+0.53	+1.77	+0.62	+1.88	+1.41	+1.18	+0.87	+1.31	- 7.4	- 14.71	-22.35	-13.16	-10.24	+20.67	- 1.36	- 1.31
1976	"	+0.09	+0.53	+0.56	+2.20	+1.11	+0.11	+0.65	+0.09	+0.91	+0.42	+2.48	+2.28	+2.21	+2.21	+0.84	+0.84	+4.9	+4.64	+ 4.71	+ 5.43	+23.43	+23.47	+ 1.85	+ 1.90
1974	Total			+0.43	+0.38	+1.37	+1.39	+2.04	+1.87	+1.91	+1.91	+1.83	+1.88	+1.48	+1.70	+0.71	+0.87	+ 0.01	+0.91	+ 1.88	+ 1.86	+ 1.74	+ 2.40	+ 1.28	+ 1.19
1975	"	+0.74	+0.91	+0.92	+2.83	+0.91	+0.77	+1.24	+1.13	+1.31	+1.34	+1.63	+1.48	+1.92	+2.03	+1.47	+1.74	-10.6	-14.71	-22.59	-13.16	-10.56	-22.41	+ 1.51	+ 2.74
1976	"	+1.03	+3.04	+0.85	+3.48	+0.80	+1.54	+1.41	+1.42	+2.56	+1.61	+2.46	+2.18	+2.15	+2.68	+1.23	+1.43	-12.9	-14.69	+ 4.76	+ 5.47	+17.64	+17.94	+ 1.75	+ 2.31

Tableau Annexe 1E DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE OBSERVES ET LES PREVISIONS DE L'IEPO PAR GRADE EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1975-1976 (BASES SUR LES CHIFFRES OBSERVES JUSQU'EN 1974)

Année de prévision	Secteur	Grade 1 Est. 1	Grade 1 Est. 2	Grade 2 Est. 1	Grade 2 Est. 2	Grade 3 Est. 1	Grade 3 Est. 2	Grade 4 Est. 1	Grade 4 Est. 2	Grade 5 Est. 1	Grade 5 Est. 2	Grade 6 Est. 1	Grade 6 Est. 2	Grade 7 Est. 1	Grade 7 Est. 2	Grade 8 Est. 1	Grade 8 Est. 2	Grade 9 Est. 1	Grade 9 Est. 2	Grade 10 Est. 1	Grade 10 Est. 2	Auxiliaire Est. 1	Auxiliaire Est. 2	Total Est. 1	Total Est. 2
1975	Public																							-0.86	-1.02
1976	"																							-1.29	-1.61
1975	Public																							-0.53	-0.67
1976	"																							-0.57	-0.85
1975	Total																							-0.76	-0.91
1976	"																							-1.07	-1.38
1976	Public	+1.71	+1.33	-0.26	-0.26	+0.22	+0.22	+0.03	+0.03	-1.00	-1.00	-0.50	-0.50	+0.19	+0.19	+0.76	+0.78					- 1.12	- 0.86	-0.18	+0.09
1976	Séparé	+0.36	+2.44	+0.97	+0.97	+0.23	+0.23	-0.08	-0.08	+0.71	+0.71	-0.39	-0.39	+0.70	+0.70	+0.44	+0.44	+0.73	+0.73	+14.48	+14.48	-10.81	-10.61	+0.62	+0.85
1976	Total	-0.42	+1.64	+0.10	+0.10	+0.09	+0.09	0.0	0.0	-0.49	-0.49	+0.47	+0.47	+0.14	+0.14	+0.69	+0.69	+0.73	+0.67	+14.47	+14.41	- 3.16	- 2.91	+0.07	+0.32

mençant en 1968 et allant jusqu'à 1976. Avant d'aborder la discussion du tableau, nous donnerons quelques éclaircissements. Les perspectives d'effectifs pour septembre 1977, calculées au printemps et en été de 1977, n'ont pas été incluses étant donné que leur précision ne peut être encore vérifiée. Les chiffres "réels" proviennent des vérifications officielles du ministère de l'Education effectuées sur les effectifs au 30 septembre et que nous ne recevions qu'en mars de l'année suivante. Les chiffres ont été ajustés parfois pour permettre la comparaison. L'effectif des jardins d'enfants a été exclu car il avait été calculé séparément pendant quelques années et parfois même il avait été omis.

Le ministère a commencé sa collecte de données statistiques pour les grades élémentaires par comté et district en 1966, mais nous ne disposons de données complètes qu'à partir de 1967 et c'est à partir de cette année-là que commence notre analyse. La série No. 3 de prévisions d'effectifs d'OISE a servi de source pour 1968; cette série est intitulée Prévisions d'effectifs pré-scolaires et élémentaires en 1981-1982 en Ontario, Partie I. Au cours de notre révision, nous avons découvert une erreur dans les feuilles de travail que nous n'avions pas découvertes en les recopiant. La somme des chiffres de l'élémentaire public et séparé devrait correspondre au total donné pour l'élémentaire. Celles qui ont été reproduites pour certains grades ne correspondent pas. Nous avons donc rectifié les totaux par ligne.

La série No. 6, Prévisions d'effectifs scolaires élémentaires en 1981-1982 en Ontario, Partie II, a servi de source pour les perspectives de 1971. Les perspectives de 1973 à 1976 avaient été préparées sous contrat par le ministère. Dans les calculs 1, la base du grade 1 est dérivée d'un calcul des naissances. Dans les calculs 2, la base est dérivée d'un calcul de la population d'enfants de 6 ans. Les calculs 1A correspondent à la somme des calculs 1 de comtés et les calculs 2A correspondent à la somme des calculs 2.

En 1974, le ministère n'a pas rapporté la catégorie "éducation spéciale", si bien que la valeur correspondante pour 1974 n'a pas été calculée. Par conséquent, seuls les totaux de lignes ont été analysés pour assurer la compatibilité des calculs. La série chronologique avait été dérangée cette année-là par la création de la municipalité régionale de Durham. Ainsi, toutes les perspectives par comté et par grade n'ont pas été calculées et il s'avéra donc impossible de faire la somme provinciale totale telle que l'ensemble habituel "A".

La première année de la colonne de gauche du tableau représente la première année de prévision (c'est-à-dire 1968, basée sur des données statistiques réelles allant jusqu'en 1968). Ainsi, les prévisions d'effectifs des écoles publiques de la province ont dépassé les valeurs observées de 0.2% l'année suivante. Comme on devait s'y attendre, l'erreur alla en augmentant mais se stabilisa en 1974 et diminua par la suite, si bien que les perspectives pour 1976 étaient les plus précises avec une erreur de 0.05%. Les perspectives d'effectifs des écoles séparées de 1967 indiquent les mêmes tendances sauf que l'erreur se stabilisait en 1971. En 1968, l'an 1, l'erreur était de 0.10% en-dessous de la réalité et en l'an 9, la réalité était dépassée de 0.13%.

Pour les secteurs public et séparé, l'erreur correspondait en général à une surprévision au niveau élémentaire. Ceci provient du fait que les prévisions que nous utilisions étaient entachées d'une erreur systématique de surprévision dans la cohorte des enfants âgés de 6 ans. Ceci provient d'une surestimation des naissances à venir et les prévisions qui utilisaient ces chiffres avaient le même défaut.

Ces perspectives de 1967 auraient été acceptables si elles avaient été utilisées dans leur ensemble à des fins de budgétisation ou de planification d'espace ou de personnel. En fait, elles étaient plus précises à long terme qu'à court terme. Les prévisions sur 9 ans avaient sous-estimé les effectifs (du public) de 0.05% et 0.26% (du total) et sous-estimé de 0.13% (le séparé). L'erreur dans les effectifs totaux élémentaires a toujours été inférieur à 1%. Pour trois années, l'erreur dans les effectifs de l'élémentaire public et séparé a atteint un niveau inacceptable (plus de 1%).

Lorsque nous considérons l'erreur pour chaque grade, nous voyons que la précision est variable. Ceci provient du fait que les niveaux de grade tiennent aux décisions de politiques ayant trait au fonctionnement des systèmes scolaires et on a généralement affaire à des réactions aux tendances et problèmes à court terme. Si cela n'était pas le cas, l'erreur dans les grades suivrait les mêmes variations que celle des chiffres totaux. "Auxiliaire" en est le meilleur exemple - l'erreur qui lui correspond est très élevée pour la plupart des années entre 1968 et 1976, surtout dans le système séparé. "Auxiliaire" est constitué par les effectifs des classes en éducation spéciale. Il est évident que nous avions prévu un développement de ces services dans les écoles séparées plus rapide que celui qu'ils ont pu soutenir. On peut en trouver l'explication dans le fait que les chiffres pour les grades 5 à 8 ont été systématiquement sous-estimés. Puisque les systèmes scolaires séparés ont étendu leurs services bien au-delà de ce qui était prévu, ils ne pouvaient en même temps étendre leurs services d'éducation spéciale.

En 1971, nos perspectives 1967 d'effectifs élémentaires étaient trop élevées au total et l'erreur était de 0.72%; les nouveaux calculs 1 manifestaient une erreur encore plus grande 0.89%. Les calculs 2 de cette année-là étaient pourtant satisfaisants (+0.27% d'erreur). L'erreur dans l'effectif élémentaire publique était la même (+1%) et les calculs 2 étaient bien meilleurs (+0.46%). Mais la révision du secteur scolaire séparé était décidément une amélioration - (0.61% pour +1.42% calculs 1 et -0.22% calculs 2).

Comme perspectives à moyen terme cependant, les calculs pour 1970 ne sont pas aussi bons. Que les erreurs aux ans 9 et 10 reviennent à leurs niveaux de 1971, nous ne le saurons pas avant 1979 et 1980. Entretemps elles sont devenues très vite inacceptables. Pour les calculs des effectifs totaux pour toutes les années, les valeurs totales des effectifs étaient surestimées mais les effectifs des écoles étaient en général sous-estimés tandis que ceux du système public étaient surestimés. L'erreur dans les effectifs élémentaires totaux était comme suit:

-0.70% et -0.88% (calculs de 1972)
+2.31% et +1.76% (calculs de 1970)
+0.95% (calculs de 1967)

Les perspectives calculées pour les deux années suivantes donnent quatre ensembles de chiffres pour la province, les deux premiers étant dérivés des sommes des perspectives de comtés, de districts et de villes individuelles (53 et 48 respectivement). Nous discuterons des calculs pour toute la province. Pour 1973, les perspectives de 1967 ne dépassaient la valeur réelle que de 0.95%. L'erreur dans les perspectives de 1972 pour la même année avait cependant dépassé le niveau d'utilité (+2.31% et +1.76%) si bien que les perspectives de 1972 étaient indubitablement préférables. En 1973, l'erreur sur une année des perspectives de 1972 était de -0.70% et -0.88%. Mais elles se sont accumulées les années suivantes en sous-estimant les valeurs. L'erreur des calculs 1 était de -1.07%, -1.46% et -1.23%; l'erreur des calculs 2 augmentait plus rapidement, étant de -1.96%, -3.48% et -4.24%. Les erreurs importantes étaient dues à des valeurs sous-estimées pour les systèmes scolaires séparés qui augmentaient chaque année entre 1974 et 1976.

Les erreurs dans les effectifs élémentaires totaux de 1971 étaient comme suit:

+1.00% et +0.46% (calculs de 1970)
+0.72% (calculs de 1967)

Les erreurs dans les effectifs élémentaires totaux de 1972 étaient comme suit:

+2.05% et +1.60% (calculs de 1970)
+0.71% (calculs de 1967)

Les perspectives calculées en 1973 constituaient sans aucun doute une amélioration sur celles de l'année précédente, même si initialement elles n'étaient pas bien meilleures que les vieilles perspectives de 1967 et qu'en 1975 et 1976 elles exhibaient une erreur plus importante (en sous-estimant les valeurs plutôt que de les surestimer). Les erreurs dans les effectifs totaux de 1974 étaient comme suit:

-0.58% et -0.96% (calculs de 1973)
-1.07% et -1.97% (calculs de 1972)
+2.49% et +2.22% (calculs de 1970)

L'erreur dans les chiffres du public et de l'élémentaire total est semblable. Depuis 1970, les effectifs des écoles séparées ont été systématiquement surestimés jusqu'en 1976 inclus.

Les erreurs dans les effectifs totaux de l'élémentaire en 1975 étaient comme suit:

-0.76% et -0.91% (calculs de 1974)
-1.53% et -2.39% (calculs de 1973)
-1.46% et -3.48% (calculs de 1972)
+2.09% et +1.89% (calculs de 1970)
+0.31% (calculs de 1967)

Les erreurs dans les perspectives d'effectifs totale de 1976 étaient comme suit:

-0.07% et +0.32% (calculs de 1975)
-1.07% et -1.38% (calculs de 1974)
-1.75% et -3.09% (calculs de 1973)
-1.23% et -4.24% (calculs de 1972)
+1.85% et +1.24% (calculs de 1970)
-0.26% (calculs de 1967)

En résumé, toutes les prévisions pour la période passée en revue étaient satisfaisantes en tant que calculs à court terme (un an ou deux ans). Les calculs à long terme de 1967 étaient très bon et ceux de 1970, assez bons. Les valeurs 1 des calculs de 1972 et 1973 sont assez bonnes mais leur évaluation en tant que prévisions à long terme ne pourra être effectuée qu'en 1980. Leur précision devrait devenir évidente en 1980, 1981 et 1982 si elles suivent les mêmes tendances d'accumulation dans les années intermédiaires. Contrairement à ce que nous pensions, l'erreur de prévision ne s'accumule pas uniformément et nous étions souvent plus précis à la longue plutôt qu'à moyen terme. Pour certaines années, les calculs étaient particulièrement précis; il y a peut-être un parallèle à faire entre les prévisions d'effectifs et le vin - ils s'améliorent avec le temps et il y a de bons et de mauvais crus. L'erreur dans nos prévisions d'effectifs élémentaires totaux n'a jamais atteint 5% (la plus grande erreur était de -4.24% pour les calculs 2 de 1976 tels que calculés en 1972). Pour le système public, la plus grande erreur était de +4.55% dans les calculs 1 de 1976 calculés en 1976 mais elle était beaucoup plus grande, -7.60% pour 1976 dans les calculs de 1972. Les prévisions faites pour ce système depuis 1973 s'avèrent plus satisfaisantes.

Les effectifs élémentaires - calculs du ministère

Nous sommes en possession d'un dossier de prévisions du ministère datant du 7 juillet 1971 (prévisions pour 1971). Les calculs pour cette année-là étaient par grade pour tous les effectifs, publics et séparés, à la fois. Ils incluaient les chiffres pour les jardins d'enfants mais ceux-ci ont été exclus pour rendre la comparaison avec les chiffres d'OISE possible (les jardins d'enfants étant traités séparément en général). A partir de 1971, les prévisions du ministère ont fournit des chiffres pour les effectifs élémentaires publics et séparés. Le ministère ne fait pas de prévisions par âge si bien que nous n'avons pas discuté les calculs par âge d'OISE, bien que leur analyse d'erreur soit présentée au tableau 2.

Le tableau 3 indique la différence entre les calculs du ministère et les effectifs réels élémentaires obligatoires. Il indique des résultats excellents avec des erreurs moins importantes que celles de l'équipe d'OISE dans les prévisions de 1970 et 1971, et dans la plupart des cas pour les calculs plus récents. Les prévisions calculées en 1971 avaient commencé avec une erreur très minime pour la première année de prévision et sous-estimaient les valeurs de 0.15%; l'erreur allait d'abord en diminuant, puis en augmentant jusqu'à un maximum de -1.36% seulement à l'an 5. Leur erreur maximum se retrouvait aussi dans leurs calculs pour le système séparé qui étaient 4.85% en-dessous de la réalité pour 1976 les prévisions de 1973 (basées sur des chiffres observés en 1972).

L'erreur dans les prévisions des effectifs élémentaires totaux était comme suit:

Tableau Annexe 2A DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE ET LES PREVISIONS DE L'IEPO PAR AGE EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1973-1976

Année de prévision	Age	4		5		6		7		8		9		10		11		12		13		14		Total	
	Secteur	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA	Est. I	Est. IA
1973	Public	+10.66	- 2.10	-4.26	-3.06	-1.87	+0.62	+ 0.70	+ 0.36	+ 0.05	+ 0.33	+ 0.02	+ 0.26	+ 0.35	+ 0.07	+ 0.05	+ 0.26	0.0	+ 0.06	+ 0.02	+ 0.03	+ 1.49	+ 1.01	+ 0.08	+ 0.21
1974	"	+23.80	- 1.91	-5.20	-4.00	-4.99	-2.42	+ 1.02	+ 0.35	+ 0.10	+ 0.79	+ 0.31	+ 0.90	+ 0.36	+ 0.26	+ 0.17	+ 0.61	+ 0.70	+ 0.30	+ 0.45	+ 1.17	+ 0.65	+ 0.21	+ 0.06	+ 0.06
1975	"	+39.31	- 3.50	-8.49	-3.16	-7.16	-4.79	+ 6.10	+ 3.05	+ 2.04	+ 0.73	+ 0.43	+ 1.31	+ 0.55	+ 1.52	+ 0.35	+ 1.09	+ 0.91	+ 0.73	+ 1.23	+ 0.68	+ 4.42	+ 6.10	+ 0.95	+ 2.02
1976	"	+42.65	+11.05	-3.30	-3.08	-5.96	-3.46	+ 7.28	+ 5.19	+ 6.17	+ 4.34	+ 2.60	+ 0.82	+ 0.53	+ 1.01	+ 0.43	+ 1.32	+ 0.91	+ 0.90	+ 1.98	+ 1.68	+10.89	+10.51	+ 1.15	+ 2.00
1973	Séparé	- 6.91	-30.74	-5.64	-3.91	-11.60	-2.39	+ 1.40	+ 2.00	+ 0.76	+ 1.02	+ 0.38	+ 0.95	+ 0.32	+ 0.19	+ 0.87	+ 0.24	+ 0.28	+ 0.09	+ 0.28	+ 1.17	+ 6.96	+ 7.02	+ 2.17	+ 2.45
1974	"	-11.01	-28.41	-9.74	-8.11	- 9.98	-6.93	+11.85	+ 3.22	+ 2.52	+ 1.27	+ 1.44	+ 2.21	+ 0.31	+ 1.25	+ 0.74	+ 0.59	+ 1.01	+ 0.23	+ 0.42	+ 0.16	+16.85	+10.47	+ 4.90	+ 3.27
1975	"	-15.27	-33.70	-9.32	-8.14	-13.24	-10.41	+ 9.83	+ 7.27	+13.52	+ 5.17	+ 2.52	+ 3.67	+ 1.37	+ 2.75	+ 0.86	+ 0.97	+ 0.38	+ 1.08	+ 0.68	+ 0.67	+23.09	+22.31	+ 7.12	+ 7.58
1976	"	-16.12	-30.07	-10.04	-9.33	-12.78	-10.17	+12.49	+10.11	+11.26	+ 8.02	+13.49	+ 5.47	+ 2.65	+ 4.14	+ 0.11	+ 1.78	+ 0.16	+ 2.03	+ 0.78	+ 1.58	+21.61	+20.02	+ 8.47	+ 8.47
1973	Total	+ 4.44	- 8.53	-4.84	-3.12	- 4.61	-0.23	+ 0.10	+ 0.32	+ 0.26	+ 0.51	+ 0.09	+ 0.51	+ 0.14	+ 0.60	+ 0.21	+ 0.11	+ 0.08	+ 0.04	+ 0.71	+ 1.07	+ 4.57	+ 4.40	+ 0.65	+ 0.88
1974	"	+11.05	-11.62	-6.52	-5.16	- 6.42	-3.71	+ 4.72	+ 0.68	+ 0.68	+ 1.51	+ 0.66	+ 1.28	+ 0.24	+ 0.54	+ 0.09	+ 0.01	+ 0.28	+ 0.19	+ 0.18	+ 0.91	+10.29	+ 8.90	+ 1.51	+ 2.20
1975	"	+12.30	-15.02	-5.91	-4.56	- 8.93	-6.41	+ 7.17	+ 4.04	+ 5.01	+ 2.03	+ 1.04	+ 2.01	+ 0.79	+ 1.74	+ 0.01	+ 1.05	+ 0.56	+ 0.03	+ 0.72	+ 0.27	+15.71	+15.14	+ 2.01	+ 3.73
1976	"	+19.15	- 5.39	-5.30	-4.04	- 7.93	-5.46	+ 8.80	+ 6.63	+ 7.60	+ 5.65	+ 5.76	+ 2.20	+ 1.09	+ 2.36	+ 0.27	+ 1.46	+ 0.89	+ 1.29	+ 1.05	+ 1.53	+17.02	+16.08	+ 3.61	+ 4.01
1974	Séparé	+ 0.36	- 0.91	-1.07	-1.38	-3.02	-1.46	+ 0.45	+ 0.52	+ 0.01	+ 1.11	+ 0.27	+ 0.46	+ 0.07	+ 0.20	+ 0.47	+ 0.56	+ 0.71	+ 0.02	+ 0.19	+ 0.72	+10.35	+ 0.67	+ 0.92	+ 0.84
1975	"	- 0.52	- 0.82	-0.26	-0.49	-5.39	-5.79	+ 4.63	+ 5.09	+ 1.23	+ 1.55	+ 1.08	+ 1.55	+ 0.75	+ 1.15	+ 0.57	+ 0.90	+ 1.21	+ 1.16	+ 1.79	+ 1.98	+13.68	+ 4.55	+ 2.01	+ 2.11
1976	"	+12.78	+14.11	-0.01	-0.42	-4.14	-4.50	+ 5.98	+ 6.40	+ 4.86	+ 5.53	+ 2.07	+ 1.53	+ 1.42	+ 2.09	+ 0.58	+ 1.00	+ 1.11	+ 1.67	+ 2.08	+ 2.12	+19.65	+10.98	+ 2.09	+ 2.22
1974	Séparé	+ 4.90	- 7.90	-2.57	-3.93	- 3.73	-3.91	+ 0.77	+ 0.01	+ 0.05	+ 0.34	+ 0.62	+ 0.66	+ 0.17	+ 0.06	+ 0.42	+ 0.41	+ 0.07	+ 0.08	+ 0.69	+ 0.01	+10.04	+ 9.48	+ 1.76	+ 2.01
1975	"	-10.54	-14.80	-2.33	-3.99	- 8.49	-7.53	+ 2.53	+ 2.68	+ 0.05	+ 0.16	+ 0.35	+ 0.15	+ 0.15	+ 0.54	+ 0.76	+ 0.20	+ 0.04	+ 0.99	+ 0.98	+ 0.01	+ 0.94	+15.97	+15.10	+ 3.28	+ 3.69
1976	"	- 5.07	-11.63	-3.89	-5.17	- 5.97	-7.29	+ 6.67	+ 5.68	+ 3.59	+ 3.31	+ 0.32	+ 0.45	+ 0.49	+ 0.09	+ 0.11	+ 0.07	+ 0.99	+ 1.08	+ 2.10	+ 1.91	+13.13	+11.00	+ 3.35	+ 3.99
1974	Total	+ 1.63	- 2.31	-1.49	-2.10	- 3.22	-3.59	+ 0.10	+ 0.13	+ 0.78	+ 0.90	+ 0.31	+ 0.46	+ 0.10	+ 0.16	+ 0.45	+ 0.52	+ 0.58	+ 0.01	+ 0.38	+ 0.41	+10.06	+ 5.91	+ 1.15	+ 1.19
1975	"	+ 4.34	- 6.16	-0.84	-1.48	- 5.76	-6.29	+ 4.02	+ 4.39	+ 1.08	+ 1.15	+ 0.86	+ 1.07	+ 0.69	+ 1.01	+ 0.35	+ 0.63	+ 1.15	+ 1.25	+ 1.48	+ 1.93	+15.06	+10.95	+ 2.60	+ 2.60
1976	"	+ 5.84	+ 3.82	-1.12	-1.78	- 4.67	-5.31	+ 5.60	+ 5.19	+ 4.68	+ 4.68	+ 0.05	+ 0.95	+ 1.15	+ 1.50	+ 0.38	+ 0.69	+ 1.09	+ 1.36	+ 2.06	+ 2.76	+15.83	+11.48	+ 2.68	+ 2.76

La valeur estimée IA est la somme pour tous les districts et comtés.

Tableau Annexe 2B DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE ET LES PREVISIONS DE L'IEPO PAR AGE EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1975-1976

Année de prévision	Age	4		5		6		7		8		9		10		11		12		13		14		Total	
	Secteur	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.	Est. I	Est.
1975	Public	- 1.61		+ 1.52		- 1.03		+ 1.83		- 0.15		+ 0.14		+ 0.51		- 0.14		- 0.04		+ 0.82		+ 4.54		+ 0.52	
1976	"	+10.04		+ 1.77		- 0.27		+ 1.14		+ 1.43		+ 0.12		+ 0.54		- 0.08		+ 0.10		+ 1.49		+10.11		+ 0.05	
1975	Séparé	- 7.23		+ 1.39		+ 3.03		+ 0.76		- 0.45		+ 1.03		+ 0.32		+ 0.47		- 0.48		+ 0.03		- 0.80		- 0.02	
1976	"	- 3.92		- 0.33		- 2.49		- 1.62		+ 0.84		+ 0.02		+ 0.70		+ 0.78		- 0.02		+ 1.02		+ 3.21		+ 0.32	
1975	Total	- 3.75		+ 1.46		- 1.41		- 1.08		- 0.23		+ 0.70		+ 0.47		+ 0.11		- 0.17		+ 0.97		- 2.78		- 0.55	
1976	"	+ 4.45		+ 1.17		- 0.53		- 1.29		- 0.82		+ 0.27		+ 0.18		+ 0.18		- 0.12		+ 1.34		- 2.11		+ 0.14	
1976	Public	+11.86		- 0.39		+ 1.26		+ 0.37		+ 0.51		+ 0.17		+ 0.30		+ 0.72		+ 0.19		+ 1.38		+ 6.07		+ 0.55	
1976	Séparé	-10.46		+ 1.95		+ 1.28		+ 0.47		- 0.11		- 0.16		- 0.13		+ 0.66		- 0.99		- 0.58		+ 8.59		+ 1.59	
1976	Total	-11.30		+ 0.28		+ 1.27		+ 0.40		+ 0.32		+ 0.21		- 0.25		+ 0.70		- 0.15		- 1.13		+ 2.49		+ 0.87	

Tableau Annexe 3A DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE ET LES PREVISIONS DU MINISTERE PAR GRADE ET EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1971-1976

Année de prévision	Secteur	Grade 1 Est. 1	Grade 1 Est. 2	Grade 2 Est. 1	Grade 2 Est. 2	Grade 3 Est. 1	Grade 3 Est. 2	Grade 4 Est. 1	Grade 4 Est. 2	Grade 5 Est. 1	Grade 5 Est. 2	Grade 6 Est. 1	Grade 6 Est. 2	Grade 7 Est. 1	Grade 7 Est. 2	Grade 8 Est. 1	Grade 8 Est. 2	Grade 9 Est. 1	Grade 9 Est. 2	Grade 10 Est. 1	Grade 10 Est. 2	Auxiliaire Est. 1	Auxiliaire Est. 2	Total Est. 1	Total Est. 2
1971	Total	-0.12		-1.14		-0.96		-0.49		+1.19		+1.16		+0.83		+ 0.15		+11.44		+27.96		+ 4.72		- 0.15	
1972	"	+1.59		-1.80		-2.03		-1.38		+0.89		+1.42		+1.58		+ 1.62		+15.35		+22.66		+ 1.22		- 0.08	
1973	"	+2.98		-0.63		-2.73		-2.85		-0.13		+0.96		+1.90		+ 2.26		+25.10		+25.72		+ 4.33		- 0.19	
1974	"	+4.12		+0.75		-1.92		-4.89		-2.29		+0.29		+0.90		+ 2.56		+34.96		+32.54		+14.81		- 0.72	
1975	"	+3.93		+1.14		-0.44		-3.48		-3.15		-2.16		-0.46		+ 1.68		+39.56		+41.31		+ 0.54		- 1.16	
1976	"	+4.45		+2.41		+0.11		-1.96		-2.06		-3.44		+2.83		+ 0.96		+40.82		+36.53		- 4.22		- 1.25	
1972	Public	+1.92		-0.27		-0.04		-0.62		+0.56		+0.05		+0.47		+ 0.60						- 3.04		+ 0.22	
1973	"	+3.77		+1.58		0.0		-0.97		+0.09		+0.57		+0.68		+ 1.12						- 5.30		+ 0.68	
1974	"	+5.58		+3.19		-0.83		-2.45		-1.25		+0.02		+0.50		+ 1.94						+10.04		+ 1.00	
1975	"	+5.10		+3.75		+2.93		-0.47		-1.07		+0.99		-0.28		+ 1.64						- 5.31		+ 1.01	
1976	"	+5.98		+5.13		+3.69		+1.22		+0.03		-1.18		-1.49		+ 1.55						- 6.60		+ 1.53	
1972	Separé	+1.04		-1.24		-1.49		-0.49		-0.41		-0.22		-0.25		+ 0.64		- 3.52		+ 0.75		- 0.10		- 0.50	
1973	"	+1.24		-1.53		-3.58		-2.59		-1.91		-1.18		-0.93		+ 0.77		-12.06		- 2.00		+ 7.10		- 1.53	
1974	"	+0.75		-0.42		-3.59		-5.60		-3.56		-2.30		-2.15		- 1.18		-20.57		- 9.09		+ 9.14		- 1.09	
1975	"	+0.17		-0.23		-2.24		-5.20		-6.68		-4.05		-3.56		- 1.52		-21.78		-17.89		+ 6.24		- 4.24	
1976	"	+0.44		-0.03		-1.96		-3.72		-5.62		-7.60		-4.71		- 2.46		-24.21		-10.39		- 5.91		- 4.49	
1972	Total	+1.68		-0.55		-0.45		-0.59		+0.26		-0.01		+0.26		+ 0.61		- 3.52		+ 0.75		- 1.68		- 0.01	
1973	"	+3.07		+0.69		-1.03		-1.44		-0.49		+0.07		+0.22		+ 1.02		-12.07		- 2.00		- 1.22		+ 0.02	
1974	"	+4.22		+2.15		-1.63		-3.37		-1.92		-0.67		-0.20		+ 2.03		-20.58		- 9.09		+10.36		- 0.23	
1975	"	+3.70		+2.60		+1.41		-1.87		-2.73		-1.88		-1.22		+ 0.73		-21.78		-17.89		- 2.54		- 0.59	
1976	"	+4.60		+3.62		+2.02		-0.25		-1.64		-3.09		-2.21		+ 0.39		-24.25		-10.43		- 6.46		- 0.32	

Tableau Annexe 3B DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE ET LES PREVISIONS DU MINISTERE PAR GRADE ET EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1973-1976

Année de prévision	Secteur	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliaire		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1973	Public	+1.95		+1.36		+0.60		-0.02		+0.42		+0.15		+0.15		+0.58						- 9.94		+ 0.31	
1974	"	+3.46		+3.18		-0.50		-0.89		-0.84		+0.21		-0.28		+1.24						- 2.10		+ 0.54	
1975	"	+3.12		+3.82		+3.72		+0.68		-0.14		-0.79		-0.51		+0.63						-18.91		+ 0.55	
1976	"	+3.90		+5.42		+4.68		+2.88		+0.43		-0.44		-1.33		+1.23						-21.93		+ 1.18	
1973	Séparé	-0.80		-1.79		-1.65		-1.07		-1.58		-0.72		-0.65		-0.46		- 9.71		- 4.02		+15.95		- 1.19	
1974	"	-2.28		-1.68		-3.10		-3.60		-2.12		-1.99		-1.81		-1.66		-19.58		-11.75		+17.21		- 2.95	
1975	"	-3.17		-2.50		-2.84		-4.74		-4.78		-2.52		-3.35		-1.76		-22.96		-22.02		+16.99		- 4.42	
1976	"	-2.91		-2.47		-3.34		-4.31		-5.23		-5.55		-3.29		-2.68		-22.92		-15.01		+ 1.17		- 4.85	
1973	Total	+1.19		+0.46		-0.05		-0.32		-0.15		-0.10		-0.08		+0.28		- 9.72		- 4.02		- 5.00		- 0.14	
1974	"	+1.94		+1.78		-1.25		-1.68		-1.21		-0.42		-0.72		+0.40		-19.59		-11.75		+ 2.05		- 0.51	
1975	"	+1.34		+2.00		+1.80		-0.92		-1.51		-1.29		-1.33		-0.06		-22.96		-22.02		-12.06		- 0.97	
1976	"	+2.02		+3.12		+2.31		+0.75		-1.25		-1.96		-1.89		+0.10		-22.97		-15.05		-17.07		- 0.67	
1974	Public	+3.46		+3.18		-0.50		-0.89		-0.84		+0.21		-0.28		+1.24						+17.43		+ 1.07	
1975	"	+3.12		+3.82		+3.72		+0.68		-0.14		-0.79		-0.51		+0.63						- 3.30		+ 1.05	
1976	"	+3.98		+5.42		+4.68		+2.88		+0.43		-0.44		-1.33		+1.23						- 1.41		+ 1.86	
1974	Séparé	-2.28		-1.68		-3.10		-3.60		-2.12		-1.99		-1.81		-1.66		- 3.54		+ 4.46		+ 7.06		- 1.94	
1975	"	-3.17		-2.50		-2.84		-4.74		-4.78		-2.52		-3.35		-1.76		- 6.51		+ 1.44		+ 8.71		- 2.96	
1976	"	-2.91		-2.47		-3.34		-4.31		-5.28		-5.55		-3.29		-2.68		- 2.13		+11.89		- 1.63		- 3.06	
1974	Total	+1.84		+1.78		-1.25		-1.68		-1.21		-0.42		-0.72		+0.40		- 3.56		+ 4.46		+15.20		+ 0.16	
1975	"	+1.34		+2.00		+1.80		-0.92		-1.51		-1.29		-1.33		-0.06		- 6.51		+ 1.44		- 0.99		- 0.17	
1976	"	+2.02		+3.12		+2.31		+0.75		-1.25		-1.96		-1.89		+0.10		- 2.13		+11.84		- 1.45		+ 3.35	
1975	Public	+2.44		+0.93		+1.26		-0.14		+2.45		+0.73		+0.05		+0.52						-13.47		+ 0.55	
1976	"	+3.81		+3.19		+2.32		-0.07		+1.79		+2.59		+0.77		+1.13						-15.27		+ 1.36	
1975	Séparé	+0.01		-0.05		0.0		-0.25		-1.48		-0.69		-0.29		-0.26		+ 5.62		+ 1.81		+ 0.69		- 0.06	
1976	"	+1.61		+1.15		+0.44		+0.46		-2.15		-2.58		-0.18		+0.24		+ 6.59		+20.67		-12.90		+ 0.61	

Tableau Annexe 3C DIFFERENCE ENTRE LES EFFECTIFS DE L'ELEMENTAIRE OBLIGATOIRE ET LES PREVISIONS DU MINISTERE PAR GRADE ET EN POURCENTAGE DES EFFECTIFS OBSERVES EN ONTARIO, 1975-1976

Année de prévision	Secteur	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6		Grade 7		Grade 8		Grade 9		Grade 10		Auxiliaire		Total	
		Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1973	Total	+ 1.75		+ 0.64		+ 0.84		- 0.17		+ 1.23		+ 0.32		- 0.04		+ 0.03		+ 5.62		- 1.81		-10.76		+ 0.36	
1976	"	+ 3.18		+ 2.60		+ 1.76		+ 0.09		+ 0.62		+ 0.98		+ 0.50		+ 0.87		+ 6.53		+20.61		-14.77		+ 1.13	
1976	Public	+ 0.19		- 0.17		+ 0.24		+ 0.23		+ 0.35		+ 0.15		- 0.66		- 0.01						- 7.21		- 0.22	
1976	Séparé	+ 4.27		+ 0.50		- 0.89		- 1.41		- 1.42		- 2.09		+ 1.05		+ 1.77		- 1.60		+13.94		-17.88		+ 0.29	
1976	Total	+ 1.35		+ 0.03		- 0.09		- 0.26		- 0.17		- 0.52		- 0.16		+ 0.51		- 1.66		+13.85		- 9.45		- 0.06	

1097

1098

-0.01% (calculs de 1971)
-0.08% (calculs de 1970)

Dans les prévisions pour 1973:

-0.14% (calculs de 1972)
+0.02% (calculs de 1971)
-0.19% (calculs de 1970)

Dans les prévisions pour 1974:

+0.16% (calculs de 1973)
-0.51% (calculs de 1972)
-0.23% (calculs de 1971)
-0.72% (calculs de 1970)

Dans les prévisions pour 1975:

+0.36% (calculs de 1974)
-0.17% (calculs de 1973)
-0.97% (calculs de 1972)
-0.59% (calculs de 1971)
-1.36% (calculs de 1970)

L'erreur dans les prévisions de 1976 (les calculs 1 comparables d'OISE sont donnés à droite) est comme suit:

-0.06% (calculé en 1975)	+0.07%
+1.13% (calculé en 1974)	-1.07%
+3.35% (calculé en 1973)	-1.75%
-0.67% (calculé en 1972)	-1.23%
-0.32% (calculé en 1971)	-
-1.25% (calculé en 1970)	+1.24%

Il devrait donc être conçu que cette province a eu à sa disposition au moins deux ensembles de chiffres évaluant le moyen terme et un ensemble évaluant les conditions 9 et 10 ans plus tard, et que les prévisions à long terme du groupe d'OISE et du ministère sont plutôt précises et devraient être prises au sérieux.

Prévisions démographiques

La précision dans les prévisions d'effectifs élémentaires dépend dans une très grande mesure de la précision des prévisions démographiques par groupe d'âges ou par années d'âge, ou encore des prévisions de naissances. C'est de ceci qu'elles dépendent. Au fil des années, l'équipe d'OISE et le ministère ont reçu des prévisions en provenance d'un grand nombre de groupes mais seul le service central de statistique de TEAI* a régulièrement produit des prévisions détaillées d'une grande utilité. Notre réserve principale à leur sujet est qu'elles constituent un produit bon à tout faire dont l'intérêt principal était la précision. Pour bien des politiques, certains groupes d'âges spéci-

*Ministère du Trésor de l'Economie et des Affaires Intergouvernementales.

fiques sont visés - de chiffres détaillés pour les personnes entre 65 et 80 ans sont requis lorsque l'on s'occupe de logements subventionnés pour les vieux; des chiffres sur les personnes de 15 à 65 sont nécessaires lorsque l'on parle de problèmes de main d'oeuvre, de chômage ou de transfert de connaissance. La méthode la plus courante pour calculer les prévisions d'effectifs est appelée la méthode de "passage de grades". Elle se fonde sur l'hypothèse que les changements se passent lentement et ils peuvent facilement être suivis statistiquement dans un système hiérarchique tel que l'école. Par conséquent, l'image la plus exacte de demain est une image modifiée d'aujourd'hui. Dans notre système, une partie des élèves du grade 4 par exemple, étaient au grade 3 l'année précédente. Le rapport d'un grade spécifique sur l'effectif total et d'un grade plus bas sur l'effectif de l'année précédente constitue une bonne base pour estimer le grade plus élevé une année plus tard. Mais un tel système requiert un ensemble de chiffres à entrer pour chaque année de prévision (Grade 1, jardin d'enfants, jardin d'enfant senior - ou à n'importe quel niveau que l'on décide d'utiliser comme point de départ. Le groupe d'OISE commence avec le grade 1 en général et fait les calculs pour les jardins d'enfants séparément). Pour dériver ces chiffres de base, les prévisions démographiques sont nécessaires. Mais si les chiffres de base sont un rapport des effectifs du grade 1 sur le total des enfants de 6 ans ou l'effectif du grade 1 sur le total des enfants de 4, 5 et 6 ans, alors l'utilité des prévisions démographiques entières dépend d'une fourchette d'âges étroite. Les erreurs initiales dans un tel système de prévisions s'accumulent vite et se multiplient d'année en année.

Les prévisions démographiques dont nous nous sommes servis sont calculées d'après la méthode dite des composantes. La population de l'année suivante est constituée des gens de la région (la province en l'occurrence) dans l'année en cours modifiée par (1) les gains et les pertes en migrations (c'est-à-dire plus ceux qui arrivent moins ceux qui s'en vont - effet net des migrations qui est en général positif, c'est-à-dire un gain annuel), (2) gains par les naissances et (3) perte par les décès. Si bien que la méthode des composantes consiste à calculer l'effet net des migrations, l'effet des changements de la fécondité et l'effet de la mortalité - successivement et indépendemment. Les années suivantes sont alors "ajustées" une à une. Dans les prévisions provinciales à court terme, les prévisions sont faites par groupe d'âges de cinq ans pour tout l'Ontario. Pour les prévisions à long terme de TEAI (révisées moins souvent puisqu'elles sont basées sur des données de recensement), les calculs sont effectués par année d'âge pour tout l'Ontario et pour chaque comté, division, grande ville ou région urbaine.

Si la Commission doit aborder le problème des conditions scolaires après l'an 2000, nous dépendrons d'une façon cruciale des prévisions démographiques utilisées.

Le tableau 4 compare la population réelle et celle prévue des années 1966, 1971 et 1976. Les prévisions sont celles qui ont été calculées en 1964 d'après les données de recensement de 1961. En gros, l'erreur est raisonnable. En 1966, les prévisions sous-estimaient la population totale (de 1.54%), de même que cinq ans plus tard, l'erreur ayant atteint 2.28% (surtout pour avoir sous-estimé les hordes d'immigrants que la province recevait au cours des années 60 - on peut le voir en observant devant les chiffres correspondant aux groupes d'âges de 5 à 39 ans; ce sont de jeunes adultes et leurs

familles qui immigrent en Ontario à cause surtout des possibilités d'emploi). Cinq ans plus tard, l'erreur diminue et change de direction. Nous ne savons pas dans quelle mesure ceci doit être attribué à la diminution dans l'immigration (bien moins que les +12,000 annuels de toutes les sources extérieures et intérieures au Canada) et à la baisse rapide des naissances qui avait fait surestimer plus qu'auparavant les perspectives du groupe d'âges de 0 à 4 ans. En tout état de cause, une erreur de +0.85% 15 ans plus tard est une chose extraordinaire dont aucun démographe n'oserait espérer la répétition!

Les démographes et les planificateurs qui s'occupent de prédire les conditions futures seraient très mal avisés de baser leurs recommandations sur un seul ensemble de chiffres. Deux, au moins, devraient être préparés pour pouvoir les comparer et il est d'usage de préparer plus ensembles basés sur différentes hypothèses de changement dans les facteurs cruciaux (dans le cas de la population, ce seraient les niveaux de fécondité de migration et de mortalité dont il s'agirait; dans le cas d'effectifs scolaires, il s'agirait du nombre d'enfants dans les groupes d'âges appropriés, le taux de participation dans les âges pour lesquels l'école n'est pas obligatoire et les taux de passage pour les âges pour lesquels l'école est obligatoire). Les chiffres au tableau 4 sont basés sur des taux de fécondité de même que des taux de mortalité par âge et en supposant des gains d'immigration net de 12,000 par an. Les chiffres du tableau 5 sont basés sur les mêmes taux de fécondité, par âge mais en supposant un gain d'immigration net de 36,000. Puisque le gain de migration le plus élevé semble plus près de la réalité, certains groupes d'âges (les jeunes travailleurs surtout) étaient moins sous-estimés. Ainsi, l'erreur total dans la deuxième prévision de 1966 était en excès de 0.18%. On peut avoir une idée de l'autre hypothèse au sujet de l'immigration en comparant les erreurs dans certains groupes d'âges - ainsi, dans le groupe d'âges 20 à 24, l'erreur était de -5.97% à comparer avec -8.83%; dans le groupe d'âges 20 à 24, l'erreur était de -5.97% à comparer avec -8.83%; dans le groupe d'âges 25 à 29, -5.38% au lieu de -9.30%. Ceci persistait jusqu'en 1971 - c'est-à-dire que l'erreur total était de -1.10% plutôt que -2.28% et le groupe d'âges de 20 à 25 ans était sous-estimé de 7.33% plutôt de 10.79%; l'erreur pour ceux de 25 à 29 ans était de -15.77% au lieu de -21.04%.

Au tableau 5, cependant, l'erreur dans les chiffres du groupe d'âges de 0 à 4 ans est plus grande, malgré une plus grande précision générale et une erreur moindre dans le groupe d'âges des jeunes travailleurs. En 1966 ces prévisions étaient en excès dans une proportion de 7.92% contre 4.77% avec le taux de fécondité moins élevé et en 1971, l'erreur était de +43.38% contre +36.12%. Des taux de fécondité erronés (trop élevés) produisant un nombre de naissances trop élevé à partir de 1961 et ayant un effet cumulatif plus important que l'hypothèse de migration erronée (trop basse) devenait évident en 1976. L'erreur dans les prévisions avec la migration élevée était de +5.91%. Avec une migration moindre, elle n'était que de +0.85% en tout. L'erreur pour le groupe d'âges de 0 à 4 ans était de +80.76% contre +69.68% et pour le groupe de 5 à 9 ans elle était de +36.44% contre 29.09%.

Les prévisions démographiques provinciales à court terme sont basées sur des données de recensement et des calculs de natalité, de migration et de mortalité. Elles sont révisées assez fréquemment. Elles sont d'utilité limitée pour la planification scolaire car elles ne sont pas assez détaillées. Elles constituent cependant une base de comparaison utile pour décider si l'on doit

Tableau Annexe 4 COMPARAISON DE LA POPULATION REELLE AVEC LES PREVISIONS POUR L'ONTARIO
CALCULS 1*

Groupes d'âges	1966 Réelle	1966 Prévue	1966 Différence	1966 %	1971 Réelle	1971 Prévue	1971 Différence	1971 %	1976 Réelle	1976 Prévue	1976 Différence	1976 %
0-4	745,744	781,300	+ 35,556	+4.77	637,255	867,400	+230,145	+36.12	607,205	1,030,300	+423,095	+69.68
5-9	770,061	738,800	- 31,261	- 4.06	783,515	777,400	- 6,115	- 0.78	667,815	862,100	+194,285	+29.09
10-14	688,270	676,200	- 12,070	- 1.75	787,715	741,500	- 46,215	- 5.87	798,760	779,500	- 19,260	- 2.41
15-19	599,197	595,400	- 3,797	- 0.63	713,365	679,100	- 34,265	- 4.80	807,990	774,200	- 33,790	- 4.18
20-24	485,053	442,200	- 42,853	- 8.83	674,135	601,400	- 72,735	- 10.79	744,365	685,700	- 58,665	- 7.88
25-29	433,856	393,500	- 40,356	- 9.30	567,345	448,000	- 119,345	- 21.04	715,820	606,900	- 108,920	- 15.22
30-34	447,155	427,600	- 19,555	- 4.37	478,150	397,500	- 80,650	- 16.87	586,450	451,600	- 134,850	- 22.99
35-39	472,616	462,100	- 10,516	- 2.23	468,515	429,600	- 38,915	- 8.31	489,990	399,200	- 90,790	- 18.53
40-44	469,358	486,300	+ 16,942	+3.61	474,145	461,300	- 12,845	- 2.71	474,550	428,800	- 45,750	- 9.64
45-49	390,983	394,000	+ 3,017	+0.77	469,815	464,500	- 5,315	- 1.13	471,910	457,700	- 14,210	- 3.01
50-54	353,402	353,700	+ 298	+0.08	381,130	386,700	+ 5,570	+ 1.46	465,005	456,000	- 9,005	- 1.94
55-59	293,325	299,000	+ 5,675	+1.93	343,550	341,400	+ 2,150	- 0.63	369,375	373,600	+ 4.225	+ 1.14
60-64	244,128	243,800	- 328	- 0.13	280,045	282,300	+ 2,255	+ 0.81	326,305	322,800	- 3,505	- 1.07
65-69	199,206	199,400	+ 194	+0.10	227,770	222,500	- 5,270	- 2.31	260,930	258,000	- 2,930	- 1.12
70-74	159,047				171,465							
75-79	108,536	378,300	+ 9,784	+2.65	120,960	426,900	+ 10,260	- 2.46	476,215	478,300	+ 2,085	+ 0.44
80-84	63,193				74,375							
85+	37,740				49,840							
Total	6,960,870	6,853,600	- 107,270	- 1.54	7,703,105	7,527,500	- 175,605	- 2.28	8,264,465	8,334,700	+ 70,235	+ 0.85

Source: Prévisions démographiques et de population active pour les régions économiques de l'Ontario, Bureau de l'économie, Développement économique, Gouvernement de l'Ontario, 1964.

* Migrations nettes vers l'Ontario: 10,000 par an.
Migrations internes nettes: 2,000 par an.

Tableau Annexe 5 COMPARAISON DE LA POPULATION REELLE AVEC LES PREVISIONS POUR L'ONTARIO
CALCULS 2*

Groupes d'âges	1966				1971				1976			
	Réelle	Prévue	Différence	%	Réelle	Prévue	Différence	%	Réelle	Prévue	Différence	%
0-4	745,744	804,800	+59,056	+7.92	637,255	913,700	+276,445	+43.38	607,205	1,097,600	+490,395	+80.76
5-9	770,061	748,100	- 21,961	- 2.85	783,515	805,300	+ 21,785	+ 2.78	667,815	911,200	+243,385	+36.44
10-14	688,270	683,000	- 5,270	- 0.77	787,715	759,900	- 27,815	- 3.53	798,760	815,200	+ 16,440	+ 2.06
15-19	599,197	602,500	+ 3,303	+0.55	713,365	694,300	- 19,065	- 2.67	807,990	771,900	- 36,090	- 4.47
20-24	485,053	456,100	- 28,953	- 5.97	674,135	624,700	- 49,435	- 7.33	744,365	719,200	- 25,165	- 3.38
25-29	433,856	410,500	- 23,356	- 5.38	567,345	477,900	- 89,445	- 15.77	715,820	647,100	- 68,720	- 9.60
30-34	447,155	441,700	- 5,455	- 1.22	478,150	426,400	- 51,750	- 10.82	586,450	492,900	- 93,550	- 15.95
35-39	472,616	471,900	- 716	- 0.15	468,515	452,500	- 16,015	- 3.24	489,990	435,600	- 54,390	- 11.10
40-44	469,358	474,500	+ 5,142	+1.10	474,145	477,200	+ 3,055	+ 0.64	474,550	457,000	- 17,550	- 3.70
45-49	390,983	389,100	- 1,883	- 0.48	469,815	475,200	+ 5,385	+ 1.15	471,910	477,900	+ 5,990	+ 1.27
50-54	353,402	356,500	+ 3,098	+0.88	381,130	393,700	+ 12,570	+ 3.30	465,005	469,700	+ 4,695	+ 1.01
55-59	293,325	301,000	+ 7,675	+2.62	343,550	346,300	+ 2,750	+ 0.80	369,375	382,900	+ 13,525	+ 3.66
60-64	244,128	245,200	+ 1,072	+0.44	280,045	285,700	+ 5,655	+ 2.02	326,305	329,000	+ 2,695	+ 0.83
65-69	199,206	200,300	+ 1,094	+0.55	227,770	224,800	- 2,970	- 1.30	260,930	262,200	+ 1,270	+ 0.49
70-74	159,047				171,465							
75-79	108,536	379,500	+10,984	+2.98	120,960	429,900	+ 13,264	- 3.18	476,215	483,800	+ 7,585	+ 1.59
80-84	63,193				74,375							
85+	37,740				49,840							
Total	6,960,870	6,973,700	+12,830	+0.18	7,703,105	7,787,500	+ 84,395	- 1.10	8,264,465	8,753,200	+488,735	+ 5.91

Migrations nettes vers l'Ontario: 10,000 par an.
Migrations internes nettes: 2,000 par an.

se servir des ensembles plus vieux et plus élaborés de prévisions à long terme. Les tableaux 6 et 7 donnent les prévisions à court terme de TEAI calculées en 1969 et 1970 (pour 1969 à 1980 et 1970 à 1981). Etant donnée la série du nombre de naissances observées chaque année au cours des années 60, les démographes ont prévu des taux de fécondité moindres. Etant donnée une immigration qui a été plus élevée, ils ont prévu des migrations nettes plus nombreuses. Mais ils ne pensaient pas que le taux de fécondité continuerait d'être bas et firent des suppositions optimistes quant à la natalité. Ceci transparaît dans leur sur-évaluation de la cohorte des 0 à 4 ans qui était encore plus élevée dans la dernière révision que dans la précédente:

- en 1971, +0.10% (calculé en 1969)
- en 1971, +2.78% (calculé en 1970)
- en 1976, +4.51% (calculé en 1969)
- en 1976, +22.84% (calculé en 1970)

Au tableau 8, deux prévisions à court terme de TEAI pour 1977 (l'une calculée en 1973 et l'autre en 1976) sont comparées avec des prévisions de Statistique Canada (faites en 1974). (Ces prévisions sont publiées et accessibles au public.) Les démographes du gouvernement font d'autres révisions (plus d'une par an) dans des buts spéciaux pour les politiques d'un ministère ou d'un autre. Lorsque l'on entend parler de ces révisions et qu'on les réclame, on parvient généralement à les obtenir mais celles-ci n'ont pas généralement le statut de chiffres "officiels". Il faut noter ici que les démographes du gouvernement ont utilisé des taux de fécondité par âge lorsque la baisse dans la fécondité devenait évidente. Les calculs de 0 à 4 ans diminuèrent progressivement car bien que le taux de fécondité attendu avait été réduit, il ne l'avait pas été assez pour compenser l'accroissement du nombre de jeunes adultes dans les groupes d'âges féconds. Pour le groupe d'âges de 0 à 4 ans, nous avons une valeur provinciale estimée de 634,600 pour 1976 (calculée en 1969), puis de 632,104 (calculée en 1976), puis 699,411 (calculée en 1973) et 632,104 (calculée en 1976); nous avons un chiffre fédéral de 707,700 (calculé en 1974). Les chiffres du recensement de 1976 ne seront pas prêts (publiés) jusqu'en janvier 1978 mais ont enregistré un total de 607,205. L'erreur en excès, qui avait commencé (dans la série de révisions citée) à 4.51% est montée jusqu'à +22.84% puis est descendue à +15.19% et est remontée finalement à +4.10% - ce qui était à peine mieux que la première révision de 1969.

En résumé: Il est très délicat de faire des prévisions démographiques et d'arriver à un niveau raisonnable de précision pour la population totale. En fait, la précision à long terme est souvent meilleure qu'à court terme, à part la première et la deuxième année de prévision, peut-être, car à court terme la compensation pour le facteur dominant au moment de la révision est excessive. Au cours des années 60, les migrations vers l'Ontario ont atteint des niveaux que personne n'attendait et les cohortes de jeunes travailleurs étaient systématiquement sous-estimées. La fécondité est descendue (et continue de descendre) à des niveaux que personne ne prévoyait. Bien qu'une baisse de la natalité était prévue, le nombre élevé de femmes dans les groupes d'âges féconds avait amené les démographes à s'attendre à une natalité plus élevée, même avec un taux de fécondité plus bas. Les naissances ne s'étaient pas produites. On rajusta les taux, mais jamais assez. On s'attendait (les démogra-

Tableau Annexe 6 COMPARAISON DE LA POPULATION REELLE AVEC LES PREVISIONS POUR L'ONTARIO

Groupes d'âges	1971 Réelle	1971 Prévue	1971 Différence	1971 %	1976 Réelle	1976 Prévue	1976 Différence	1976 %	Réelle	Prévue	Différence	%
0-4	637,255	627,900	+ 645	+ 0.10	607,205	634,600	+27,395	+ 4.51				
5-9	738,515	766,100	- 7,415	- 0.95	667,815	645,500	- 22,315	- 3.34				
10-14	787,715	796,000	+ 8,285	+ 1.05	798,760	791,600	- 7,160	- .90				
15-19	713,365	712,600	- 765	- 0.11	807,990	813,400	+ 5,410	+ .67				
20-24	674,135	646,000	- 28,135	- 4.17	744,365	747,400	+ 3,035	+ .41				
25-29	567,345	554,800	- 12,545	- 2.21	715,820	685,600	- 30,220	- 4.22				
30-34	478,150	484,600	+ 6,450	+ 1.35	586,450	582,200	- 4,250	- .72				
35-39	468,515	476,600	+ 8,085	+ 1.73	489,990	501,000	+11,010	+ 2.25				
40-44	474,145	487,300	+13,155	+ 2.77	474,550	484,400	+ 9,850	+ 2.08				
45-49	469,815	473,500	+ 3,685	+ 0.78	471,910	487,200	+15,290	+ 3.24				
50-54	381,130	388,600	+ 7,470	+ 1.96	465,005	467,200	+ 2,195	+ .47				
55-59	343,550	344,700	+ 1,150	+ 0.33	369,375	377,900	+ 8,525	+ 2.31				
60-64	280,045	279,200	- 845	- 0.30	326,305	326,200	- 105	- .03				
65-69	227,770	223,000	- 4,770	- 2.09	260,930	253,900	- 7,030	- 2.69				
70-74	171,465	172,300	+ 835	+ 0.49	197,270	192,100	- 5,170	- 2.62				
75-79	120,960	124,400	+ 3,440	+ 2.84	137,020	135,000	- 2,020	- 1.47				
80-84	74,375	71,500	- 2,875	- 3.87	82,955	82,800	- 155	- .19				
85+	49,840	43,600	- 6,240	- 12.52	60,750	49,600	- 11,150	- 18.35				
Total	7,703,105	7,682,700	- 20,405	- 0.26	8,264,465	8,257,600	- 6,865	- 0.08				

Source: Prévisions démographiques à court-terme pour l'Ontario, 1969-1980,
Bureau de la planification économique, Département du Trésor et de l'Economie de l'Ontario, Octobre 1969.

Tableau Annexe 7 COMPARAISON DE LA POPULATION REELLE AVEC LES PREVISIONS POUR L'ONTARIO

Groupes d'âges	1971 Réelle	1971 Prévue	1971 Différence	1971 %	1976 Réelle	1976 Prévue	1976 Différence	1976 %	Réelle	Prévue	Différence	%
0-4	637,255	655,000	+17,745	+ 2.78	607,205	745,900	+138,695	+22.84				
5-9	783,515	783,400	- 115	- 0.01	667,815	672,900	+ 5,085	+ .76				
10-14	787,715	800,200	+12,485	+ 1.58	798,760	799,900	+ 1,140	+ .14				
15-19	713,365	716,800	+ 3,435	+ 0.48	807,990	819,400	+ 11,410	+ 1.41				
20-24	674,135	658,800	- 15,335	- 2.27	744,365	751,800	+ 7,435	+ 1.00				
25-29	567,345	571,200	+ 3,855	+ 0.68	715,820	698,800	- 17,020	- 2.38				
30-34	478,150	494,900	+16,750	+ 3.50	586,450	599,700	+ 13,250	+ 2.26				
35-39	468,515	480,900	+12,385	+ 2.64	489,990	512,100	+ 22,110	+ 4.51				
40-44	474,145	490,500	- 16,355	+ 3.45	474,550	489,200	+ 14,650	+ 3.09				
45-49	469,815	475,000	+ 5,185	+ 1.10	471,910	490,700	+ 18,790	+ 3.98				
50-54	381,130	389,800	+ 8,670	+ 2.27	465,005	468,700	+ 3,695	+ .79				
55-59	343,550	345,900	+ 2,350	+ 0.68	369,375	379,100	+ 9,725	+ 2.63				
60-64	280,045	280,200	+ 155	+ 0.06	326,305	327,500	+ 1,195	+ .37				
65-69	227,770	224,000	- 3,770	- 1.66	260,930	255,200	- 5,730	- 2.20				
70-74	171,465	173,000	- 1,535	+ 0.90	197,270	193,200	- 4,070	- 2.06				
75-79	120,960	125,400	+ 4,440	+ 3.67	137,020	136,800	- 220	- .16				
80-84	74,375	72,300	- 2,075	- 2.79	82,955	84,700	- 1,745	- 2.10				
85+	49,840	43,600	- 6,240	- 12.52	60,750	50,500	- 10,250	- 16.87				
Total	7,703,105	7,780,900	+77,795	+ 1.01	8,264,465	8,476,100	+211,635	+ 2.56				

Source: Prévisions démographiques à court terme pour l'Ontario, 1971-1980,
Bureau de la planification économique, Département du Trésor et de l'Economie de l'Ontario, Septembre 1969.

Tableau Annexe 8 COMPARAISON DE LA POPULATION REELLE AVEC LES PREVISIONS POUR L'ONTARIO

Groupes d'âges	1976[1]				1976[2]				1976[3]			
	Réelle	Prévue	Différence	%	Réelle	Prévue	Différence	%	Réelle	Prévue	Différence	%
0-4	607,205	699,411	+ 92,206	+15.19	607,205	632,104	+24,899	+ 4.10	607,205	707,700	+100,495	+16.55
5-9	667,815	662,437	- 5,378	- .81	667,815	659,615	- 8,200	- 1.23	667,815	675,300	+ 7,850	+ 1.18
10-14	798,760	802,944	+ 4,184	+ .52	798,760	802,988	+ 4,228	+ .53	798,760	810,300	+ 11,540	+ 1.44
15-19	807,990	803,535	- 4,455	- .55	807,990	808,275	+ 285	+ .04	807,990	819,700	+ 11,710	+ 1.45
20-24	744,365	749,901	+ 5,536	+ .74	744,365	754,776	+10,411	+ 1.40	744,365	787,700	+ 43,335	+ 5.82
25-29	715,820	730,104	+ 14,284	+ 2.00	715,820	735,490	- 19,670	- 2.75	715,820	754,700	+ 38,880	+ 5.43
30-34	586,450	607,674	+ 21,224	+ 3.62	586,450	614,462	+28,012	+14.78	586,450	616,500	+ 30,050	+ 5.12
35-39	489,990	501,215	+ 11,225	+ 2.29	489,990	503,704	+13,714	+ 2.80	489,990	504,200	+ 14,210	+ 2.90
40-44	474,550	479,836	+ 5,286	+ 1.11	474,550	480,516	+ 5,966	+ 1.26	474,550	481,800	+ 7,250	+ 1.53
45-49	471,910	475,821	+ 3,911	+ .83	471,910	476,164	+ 4,254	+ .90	471,910	477,200	+ 5,290	+ 1.12
50-54	465,005	463,775	- 1,230	- .26	465,005	464,141	- 864	- .19	465,005	464,500	- 505	- .11
55-59	369,375	370,140	+ 765	+ .21	369,375	370,514	+ 1,139	+ .31	369,375	371,400	+ 2,025	+ .55
60-64	326,305	324,239	- 2,066	- .63	326,305	324,452	- 1,853	- .57	326,305	327,100	+ 795	+ .24
65-69	260,930	254,313	- 6,617	- 2.54	260,930	254,378	- 6,552	- 2.51	260,930	257,000	- 3,930	- 1.51
70-74	197,270	194,003	- 3,267	- 1.66	197,270	194,176	- 3,094	- 1.57	197,270	197,800	+ 530	+ .27
75-79	137,020	131,671	- 5,349	- 3.90	137,020	131,567	- 5,453	- 3.98	137,020	137,300	+ 280	+ .20
80-84	82,955	79,823	- 3,132	- 3.78	82,955	79,634	- 3,321	- 4.00	82,955	83,800	+ 845	+ 1.02
85+	60,750	52,950	- 7,800	-12.84	60,750	52,724	- 8,026	-13.21	60,750	56,600	- 4,150	- 6.83
Total	8,264,465	8,383,792	+119,327	+ 1.44	8,264,465	8,339,686	+75,221	+ 0.91	8,264,465	8,530,700	+266,235	+ 3.22

Sources:
1 Prévisions démographiques à court-terme pour l'Ontario, section des analyses démographiques, Ministère de l'Economie et des Affaires Intergouvernementales, Janvier 1973.

2 Prévisions démographiques à court-terme, 1975-1986, Centre des services statistiques, Ministère de l'Economie et des Affaires Intergouvernementales, Septembre 1976.

3 Prévisions démographiques pour le Canada et les provinces, 1972-2001, Catalogue 91-514, Statistiques occasionnelles, Statistique Canada 1974.

phes faisant des prévisions à court terme) que les gains par migrations se maintiennent plus longtemps - d'où des surévaluations en 1971 et en 1976 ces cohortes de 30 à 34 ans, de 35 à 39 ans et de 40 à 44 ans (dans les calculs de 1969) et dans ces trois cohortes et celles de 25 à 29 ans dans les calculs de 1970. Si nous considérons les prévisions de 1976 pour le groupe d'âges de 25 à 44 ans qui est le plus lié aux migrations et que nous comparions les calculs indiqués aux tableaux 6, 7 et 8, nous notons que les calculs de 1969 sous-estiment les deux premiers groupes d'âges (25 à 29 et 30 à 34), les révisions de 1970 sous-estiment le premier (25 à 29), les révisions de 1973 sous-estiment les quatre groupes et celles de 1976 ont été trop rajustées si bien qu'elles sous-estiment le premier groupe (25 à 29) de nouveau.

Les démographes sont prudents en général. Ils se rendent lentement à la réalité inattendue. Nous garderons à l'esprit les hypothèses de TEAI et reverrons leur série de révisions; en même, nous reconnaîtrons nos propres limites. En général, ce sont là de bonnes prévisions d'une excellence technique qui n'a rien à envier à ce qui se fait ailleurs et certaines des prévisions de CBES se baseront sur les nouvelles prévisions démographiques prévues pour avril 1978.

Prévisions par région locale

En Ontario, l'école est un service local. Les conseils de l'éducation sont responsables du fonctionnement des écoles selon certains règlements, des directives des encouragements et des limites légaux et commerciaux qu'exerce le gouvernement provincial. Par conséquent, pour leurs décisions de politique (le budget, le recrutement d'enseignants, la construction d'écoles, la définition de programmes, la répartition des enfants dans les différents cours et programmes et la répartition des ressources dans les écoles et programmes et la répartition des ressources dans les écoles et programmes individuels), des prévisions d'effectifs sont requises par les systèmes locaux et les écoles (et parfois leurs clients pour les services). Le niveau local est le plus approprié pour ce travail - l'employé planificateur/administrateur du conseil fait les prévisions. Mais une référence pour toute la province n'est pas d'une grande utilité comme base de comparaison pour ces gens. Depuis 1976, le personnel d'OISE a, sous contrat du ministère de l'Education, préparé des prévisions annuels pour 33 conseils de comtés (publics et séparés) et 8 conseils urbains ainsi que pour 11 districts du nord. Ils préparent plus de 52 ensembles de prévisions puisque les effectifs scolaires publics, séparés et secondaires sont calculés séparéments. Au départ, ces chiffres ne servaient qu'à titre de référence et étaient déposés dans les bibliothèques des bureaux régionaux du ministère et autres bureaux gouvernementaux. Mais depuis 1973, ces chiffres sont distribués plus largement aux conseils et aux instituts d'enseignement supérieur chaque conseil recevant un ensemble de notes sur sa région et sur les régions voisines. OISE n'a jamais produit systématiquement de chiffres annuels pour tous les petits conseils du Nord, n'ayant pas de données statistiques sur la population et la natalité. Il n'a pas non plus produit de chiffres pour les conseils individuels du Toronto Métropolitain, bien qu'il ait produit des chiffres pour Toronto dans son ensemble. Lorsque ce travail avait été commencé, il visait à assister les nouveaux petits conseils de comtés. Les conseils à l'intérieur du Toronto Métropolitain avaient déjà créé des bureaux employant des planificateurs professionnels; ils n'avaient pas besoin d'une telle assistance.

Les prévisions d'OISE sous contrat ne visent pas à remplacer les prévisions préparées par les employés des conseils mais à les encourager à faire des calculs à long terme plutôt qu'à court terme seulement et à fournir des chiffres de référence (surtout à des fins de comparaison pour leurs prévisions de la première année). Le personnel d'OISE n'a donc pas fourni de prévisions par école, sauf cas spécial à la demande d'un conseil individuel. Il est extrêmement difficile d'atteindre un degré satisfaisant de précision dans les prévisions d'effectifs au niveau de la communauté. Pour une école individuelle, les chiffres sont très sensibles aux politiques du conseil au sujet de l'emplacement de certains programmes et de la répartition des élèves entre eux ainsi que des conditions communautaires et de l'utilisation des réserves de logement sur quoi le personnel des écoles a peu d'influence et aucun contrôle. L'usage principal des prévisions de planificateur de conseil était pour les décisions à court terme - pour l'année suivante - et l'acceptation des chiffres d'OISE comme référence dépend de leur prévision pour l'année en question. Nous avons donc recherché la précision à court terme bien que, à notre avis, la précision à long terme des chiffres est bien plus important pour les décisions.

Dans leurs études démonstratives de planification, le groupe d'OISE et leurs anciens élèves ont entrepris pour le compte de la Commission d'étudier des régions locales et des groupes d'écoles et de calculer les perspectives de leurs effectifs. De plus, des prévisions d'effectifs sur 20 ans, au lieu des 10 ans habituels, seront faites pour les conseils du Nord. Pour les prévisions de 20 ans par système local, nous utiliserons les nouvelles prévisions à long terme de TEAI basées sur les données du recensement de 1976 et sur des hypothèses de fécondité et de migration discutées par les gens de TEAI et d'OISE. Pour les prévisions au niveau des écoles, nous utiliserons une base de référence de statistiques de natalité et de logement (ajustées selon notre jugement).

Il est très important que le personnel des établissements scolaires accepte ces hypothèses sur les conditions à venir pour assurer le succès de la Commission. Par conséquent, nous avons reproduit ici des tables tirées de notre analyse d'erreurs annuelles de 1972 à 1976 pour permettre à toute personne intéressée de juger par elle-même de notre précision à court terme. (Elles sont envoyées au ministère automatiquement à la fin de chaque contrat annuel.) Le "Rapport pour tout l'Ontario" passe en revue chaque année les changements dans les effectifs qui surviennent dans la province et discute des tendances et des conditions semblables qui semblent émerger et que révèlent les statistiques. Il inclut aussi un tableau qui indique notre "classement de ligue", c'est-à-dire la fourchette de notre erreur dans nos prévisions d'un an. Nous n'utiliserons que les tableaux donnant les calculs 1 puisque ce sont ceux-là que l'on recommande d'utiliser.

Comme l'indiquent les tableaux 9 et 10, dans les calculs de l'été 1973, les effectifs élémentaires primaires de septembre 1973 étaient prévus à moins de 1% pour 28 des 53 conseils de comté, de district ou urbains mais pour 19 seulement 53 conseils séparés de régions comparables. Nous avons atteint un niveau satisfaisant de précision dans 38 des cas de conseils publics mais dans 23 des cas séparés. ("Satisfaisant" signifie 1.5% d'erreur ou moins, "bon" signifie 1% d'erreur ou moins.) Les effectifs de ces conseils varient beaucoup d'un conseil à l'autre et certains sont très petits, bien que ce tableau n'inclut pas les tout petits conseils du Nord de l'Ontario. Quoi qu'il

Tableau Annexe 9 NOMBRE TOTAL DES PREVISIONS PAR COMTE SELON LA FOURCHETTE DE L'ERREUR ABSOLUE DE CALCUL DES EFFECTIFS TOTAUX DU PUBLIC, 1973-1977

Erreur absolue (Nombre d'élèves)	ERREUR EN %														
	1.0% et moins					1.1% - 1.5%					1.6% - 2.5%				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 et moins	21	17	23	20		1	5	3	2		4	1	2	0	
101 - 200	2	5	4	5		6	2	3	2		3	5	3	4	
201- 300	2	1	1	3		1	0	0	0		1	2	1	1	
301 - 400	0	0	0	0		2	2	2	2		1	1	0	0	
401 - 500	3	0	0	0		0	1	0	0		1	1	1	0	
501 - 600	0	0	0	0		0	0	0	0		1	0	0	0	
601 - 700	0	0	0	0		0	1	0	0		0	0	1	0	
701 et plus	0	0	1	0		0	0	0	1		0	1	1	1	
Nombre total de comtés	28	23	29	28		10	11	8	7		11	11	9	6	

Erreur absolue (Nombre d'élèves)	ERREUR EN %														
	2.6% - 4.0%					4.1% et plus					Nombre total de comtés				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 et plus	0	0	1	1		1	0	1	1		27	23	30	24	
101 - 200	1	3	1	3		1	0	0	0		13	15	11	14	
201 - 300	0	0	1	2		0	0	0	1		4	3	3	7	
301 - 400	1	1	0	1		0	0	0	0		4	4	2	3	
401 - 500	0	0	0	0		0	0	0	0		4	2	1	0	
501 - 600	0	0	0	0		0	0	0	0		1	0	0	0	
601 - 700	0	0	0	0		0	0	0	0		0	1	1	0	
701 et plus	0	0	0	0		0	0	0	0		0	1	2	2	
Nombre total de comtés	2	4	3	7		2	0	1	2		53	49	50	50	

Tableau Annexe 10 NOMBRE TOTAL DES PREVISIONS PAR COMTE SELON LA FOURCHETTE DE L'ERREUR ABSOLUE DES CALCULS 1 DES EFFECTIFS TOTAUX DES ECOLES SEPAREES, 1973-1977

Erreur absolue (Nombre d'élèves)	ERREUR EN %														
	1.0% et plus					1.1% - 1.5%					1.6% - 2.5%				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 et moins	16	18	13	12		2	2	3	4		9	1	8	4	
101 - 200	1	1	2	5		2	4	3	1		4	1	2	1	
201 - 300	1	1	0	0		0	2	1	0		1	0	0	1	
301 - 400	0	0	0	0		0	0	0	0		1	0	0	1	
401 - 500	0	0	0	0		0	0	0	0		1	0	0	0	
501 - 600	1	0	0	0		0	0	0	0		0	1	0	0	
601 - 700	0	0	0	0		0	0	0	0		0	0	0	0	
701 et plus	0	0	0	0		0	1	0	0		0	0	0	0	
Nombre total de comtés	19	20	16	17		4	9	7	5		16	3	10	7	

Erreur absolue (Nombre d'élèves)	ERREUR EN %														
	2.6% - 4.0%					4.1% et plus					Nombre total de comtés				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 et moins	3	1	3	3		5	6	4	4		35	28	31	27	
101 - 200	1	0	1	1		1	0	0	3		9	6	9	11	
201 - 300	1	1	0	2		0	1	1	0		3	5	2	3	
301 - 400	0	1	0	0		0	0	1	0		1	1	1	1	
401 - 500	1	1	0	0		1	0	0	0		3	1	0	0	
501 - 600	0	0	0	0		0	0	0	0		1	1	0	0	
601 - 700	0	0	0	0		0	0	0	0		0	0	0	0	
701 et plus	0	0	0	1		1	0	0	0		1	1	0	1	
Nombre total de comtés	6	4	4	7		8	7	6	7		53	43	43	43	

en soit, étant donné qu'il est plus difficile d'être précis dans le cas d'un petit groupe que d'un grand, l'importance de l'effectif et la valeur absolue de l'erreur sont aussi un sujet d'intérêt. Les prévisions à court terme, pour une commission scolaire, sont très importantes pour les questions de budget. Une erreur de 25 à 30 élèves correspond à une salle de classe, au coût d'une portable (dans le cas d'un système en expansion) et d'un professeur. Ces tableaux donnent donc l'erreur en valeur absolue et par rapport au système en question. En 1973, par exemple (en se basant sur les chiffres en valeur absolue de 1972) 21 des 28 "bonnes" prévisions de l'effectif élémentaire des systèmes publics étaient accompagnées d'erreurs absolues de 100 élèves ou moins; en 1974 (calculs de 1973) 17 sur 23; en 1975, 23 sur 29 et en 1976, 20 sur 28 remplissaient les conditions. En 1973, 16 des 19 bonnes prévisions d'effectifs pour les systèmes scolaires séparés étaient accompagnées d'une erreur de 100 élèves ou moins; en 1974, 18 sur 20; en 1975, 13 sur 16 et en 1976, 12 sur 17.

Nous nous sommes rendu compte, au fil des années, que nos prévisions pour certains conseils scolaires étaient bonnes. Ces systèmes sont très stables. Dans d'autres cas, aucune technique ne semblait satisfaisante. Le rythme de l'expansion dans certaines périphéries de grandes villes, comme les comtés de Dufferin et Peel, est difficile à suivre. Ce rythme est particulièrement sensible aux facteurs économiques qui touche à la construction et à la vente de logements. Au tableau 11, nous reproduisons notre table d'erreur à court terme la plus récente (1976) tirée du "Rapport pour tout l'Ontario"; mais puisque CBES s'occupe surtout de démontrer la précision à long terme plutôt qu'à court terme, nous avons préparé le tableau 12 pour illustrer la précision à long terme des calculs 1. Cette table indique les erreurs de développement depuis 1971. Le comté public de Kent est un exemple de bonnes prévisions; le public de Waterloo est satisfaisant; le public de Hastings est passable; le comté public de Peel est bon et le séparé de Peel est mauvais.

Les effectifs du secondaire - Calculs d'OISE

Il est en général plus difficile d'évaluer les effectifs scolaires secondaires qu'élémentaires parce que (1) la transition du grade 8 au grade 9 fluctue selon les décisions de politique scolaire et (2) la participation dans les grades plus élevés est facultative et la proportion de ceux qui quittent l'école a augmenté ces dernières années, mais d'une manière qui n'est pas univorme. Par contre, il n'est pas nécessaire de faire de prévisions séparées pour le système séparé et le système public - si bien que cette source d'erreur en particulier est éliminée. Nous discuterons d'abord du développement dans le temps de l'erreur dans les prévisions pour toute la province (celles d'OISE et du ministère) et ensuite de celles d'OISE par conseil.

Les tableaux 13, 14 et 15 sont comparables aux tableaux 1, 2 et 3. La table analysant les prévisions par âge a été incluse à titre d'information et sans commentaire, puisque les prévisions que l'on recommande (et que l'on compare d'habitude avec les chiffres du ministère et des conseils) sont celles par grade. Depuis l'introduction du système de crédits dans les écoles secondaires de l'Ontario, "grade" n'est plus un bon mot puisque les élèves accumulent des "crédits" jusqu'à l'obtention d'un diplôme de fin d'études et les cours qu'ils suivent chaque année ne sont pas forcément du même niveau de difficulté. Le mot "grade" reste quand même et l'équivalence est donnée selon l'accumulation de crédits.

TABLEAU ANNEXE 11

COMPARAISON ENTRE LES EFFECTIFS TOTAUX REELS ET PREVUS POUR LES ECOLES ELEMENTAIRES (CALCULS 1), PAR GRADE' COMTE OU DISTRICT POUR 1976, ET QUELQUES VILLES CHOISIES EN ONTARIO

Comté ou district	EFFECTIFS PUBLIC TOTAUX				EFFECTIFS SEPARES TOTAUX				EFFECTIFS ELEMENTAIRES TOTAUX			
	Nombre réel	Nombre prévu	Différence No.	Erreur %	Nombre réel	Nombre Prévu	Différence No.	Erreur %	Nombre réel	Nombre Prévu	Différence No.	Erreur %
Algoma	11,936	12,017	+ 81	+0.7	9,184	9,064	- 120	- 1.3	21,120	21,081	- 39	- 0.2
Brant	10,923	10,638	- 285	- 2.6	3,152	3,104	- 48	- 1.5	14,075	13,742	- 333	- 2.4
Bruce	7,197	7,406	+209	+2.9	1,909	1,756	- 153	- 8.0	9,106	9,162	+ 56	+0.6
Cochrane	5,938	5,675	- 263	- 4.4	10,390	10,452	+ 62	+ 0.6	16,328	16,127	- 201	- 1.2
Dufferin	4,271	4,134	- 137	- 3.2	331	325	- 6	- 1.8	4,602	4,460	- 142	- 3.1
Elgin	8,668	8,677	+ 9	+0.1	1,501	1,560	+ 59	+ 3.9	10,169	10,238	+ 69	+0.7
Essex[2]	9,622	9,513	- 109	- 1.1	9,351	9,331	- 20	- 0.2	18,973	18,843	- 130	- 0.7
Frontenac	10,440	10,531	+ 91	+0.9	3,085	2,923	- 162	- 5.3	13,525	13,454	- 71	- 0.5
Grey	9,343	9,305	- 38	- 0.4	842	828	- 14	- 1.7	10,185	10,133	- 52	- 0.5
Haldimand	4,353	4,408	+ 55	+1.3	651	610	- 41	- 6.3	5,004	5,019	+ 15	+0.3
Haliburton	1,498	1,508	+ 10	+0.7	–	–	–	–	1,498	1,508	+ 10	+0.7
Halton	28,099	28,482	+383	+1.4	7,454	7,504	+ 50	+ 0.7	35,553	35,986	+433	+1.2
Hastings	12,006	11,988	- 18	- 0.1	3,330	3,316	- 14	- 0.4	15,336	15,304	- 32	- 0.2
Huron	6,830	6,834	+ 4	*	1,345	1,271	- 74	- 5.5	8,175	8,106	- 69	- 0.8
Kenora	6,337	6,528	+191	+3.0	1,490	1,530	+ 40	+ 2.7	7,827	8,058	+231	+2.9
Kent	10,787	10,673	- 114	- 1.1	5,076	5,015	- 61	- 1.2	15,863	15,688	- 175	- 1.1
Lambton	13,068	12,719	- 349	- 2.7	4,579	4,493	- 86	- 1.9	17,647	17,211	- 436	- 2.5
Lanark	4,850	4,836	- 14	- 0.3	1,175	1,175	–	*	6,025	6,011	- 14	- 0.2
Leeds & Grenville	9,472	9,395	- 77	- 0.8	1,531	1,573	+ 42	+ 2.7	11,003	10,967	- 36	- 0.3
Lennox & Addington	4,911	4,947	+ 36	+0.7	671	776	+105	+15.6	5,582	5,723	+141	+2.5
Manitoulin	1,085	1,085	–	*	94	94	–	*	1,179	1,179	–	*
Middlesex[1]	31,913	32,168	+255	+0.8	9,317	9,354	+ 37	+ 0.4	41,230	41,522	+292	+0.7
Middlesex[2]	7,535	7,571	+ 36	+0.5	–	–	–	–	7,535	7,571	+ 36	+0.5
Muskoka	4,775	4,815	+ 40	+0.8	–	–	–	–	4,775	4,815	+ 40	+0.8
Niagara Region	37,454	37,728	+274	+0.7	17,177	16,902	- 275	- 1.6	54,631	54,630	- .1	*

TABLEAU ANNEXE 11 (SUITE)

Comté ou district	EFFECTIFS PUBLIC TOTAUX				EFFECTIFS SEPARES TOTAUX				EFFECTIFS ELEMENTAIRES TOTAUX			
	Nombre réel	Nombre Prévu	Différence No.	Erreur %	Nombre réel	Nombre prévu	Différence No.	Erreur %	Nombre réel	Nombre Prévu	Différence No.	Erreur %
Nipissing	5,977	6,040	+ 63	+1.1	7,858	7,943	+ 85	+1.1	13,835	13,983	+148	+1.1
Norfolk	6,101	6,219	+118	+1.9	1,790	1,759	- 31	-1.7	7,891	7,978	+ 87	+1.1
Ottawa-Carleton[2]	21,320	21,439	+119	+0.6	12,870	12,994	+124	+1.0	34,190	34,432	+242	+0.7
Oxford	10,132	9,953	-179	-1.8	1,810	1,811	+ 1	*	11,942	11,763	-179	-1.5
Parry Sound	4,815	4,938	+123	+2.6	–	–	–	–	4,815	4,938	+123	+2.6
Peel	46,270	45,340	-930	-2.0	17,268	17,402	+134	+0.8	63,538	62,742	-796	-1.3
Perth	7,826	8,025	+199	+2.5	1,387	1,445	+ 58	+4.2	9,213	9,470	+257	+2.8
Prescott & Russell	1,118	1,060	- 58	-5.2	6,609	6,587	- 22	-0.3	7,727	7,647	- 80	-1.0
Prince Edward	2,912	2,884	- 28	-1.0	104	103	- 1	-1.0	3,016	2,987	- 29	-1.0
Rainy River	2,981	3,072	+ 91	+3.1	810	769	- 41	-5.1	3,791	3,840	+ 49	+1.3
Renfrew	7,201	7,224	+ 23	+0.3	5,348	5,424	+ 76	+1.4	12,549	12,648	+ 99	+0.8
Stor. Dun. & Glen.	6,694	6,831	+137	+2.0	7,733	7,512	-221	-2.9	14,427	14,343	- 84	-0.6
Sudbury	13,219	12,947	-272	-2.1	21,134	21,323	+189	+0.9	34,353	34,270	- 83	-0.2
Thunder Bay	13,887	13,920	+ 33	+0.2	7,665	7,849	+184	+2.4	21,552	21,769	+217	+1.0
Timiskaming	3,883	3,885	+ 2	+0.1	3,038	3,058	+ 20	+0.7	6,921	6,943	+ 22	+0.3
Waterloo	28,832	28,717	-115	-0.4	15,386	15,540	+154	+1.0	44,218	44,257	+ 39	+0.1
Wellington	13,605	13,615	+ 10	+0.1	4,579	4,430	-149	-3.3	18,184	18,046	-138	-0.8
Wentworth[1]	37,555	37,328	-227	-0.6	20,478	20,841	+363	+1.8	58,033	58,169	+136	+0.2
Wentworth[2]	11,594	11,551	- 43	-0.4	–	–	–	–	11,594	11,551	- 43	-0.4
York[2]	25,439	25,138	-301	-1.2	6,376	6,154	-222	-3.5	31,815	31,292	-523	-1.6
Hamilton	25,961	25,800	-161	-0.6	–	–	–	–	25,961	25,800	-161	-0.6
London	24,378	24,561	+183	+0.8	–	–	–	–	24,378	24,561	+183	+0.8
Ottawa	17,138	17,250	+112	+0.7	17,711	17,746	+ 35	+0.2	34,849	34,995	+146	+0.4
Toronto Metro	191,022	193,566	+2544	+1.3	77,886	80,415	+2529	+3.2	268,908	273,981	+5073	+1.9
Windsor	13,925	13,897	- 28	-0.2	15,755	15,919	+164	+1.0	29,680	29,816	+136	+0.5

[1]Comté, incluant la ville.

[2]Comté, incluant la ville.

[3]Pas d'erreur ou moins que. 10%

Tableau Annexe 12 ANALYSE D'ERREUR DANS LES PREVISIONS D'EFFECTIFS SCOLAIRES DE CONSEILS CHOISIS EN ONTARIO PAR DEGRE DE PRECISION ACCEPTE

Année de prévision	BON D Kent Public %	SATISFAISANT Waterloo Public %	PASSABLE Hastings Public %	MAUVAIS Peel Public %	TRES MAUVAIS Peel Separate %
1	2	3	4	5	6
1971	+0.17	- 0.59	- 0.54	- 2.30	- 3.05
1972	+0.43	- 0.30	- 0.96	- 4.63	- 7.18
1973	+0.45	- 0.69	- 0.20	- 7.12	- 14.10
1974	- 0.60	- 0.99	- 1.99	- 8.54	- 22.87
1975	- 1.54	- 2.02	- 3.06	- 10.23	- 31.98
1976	- 0.88	- 4.03	- 4.54	- 14.32	- 40.96

Tableau Annexe 13A DIFFERENCE ENTRE LES EFFECTIFS REELS DU SECONDAIRE ET LES PREVISIONS DE L'IEPO PAR GRADE ET EN POURCENTAGE DES EFFECTIFS REELS EN ONTARIO, 1967-1976

Année de prévision	Grade 9		Grade 10		Grade 11		Grade 12		Grade 13		Autres		Total	
	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1967	- 1.20	- 1.12	- 1.70	- 2.60	- 1.60	- 0.76	- 2.29	- 1.76	- 3.51	- 1.24	+10.44	- 7.39	- 0.92	- 1.94
1968	- 0.36	- 0.61	- 3.08	- 3.77	- 5.01	- 4.80	- 6.81	- 5.12	- 10.51	- 7.84	+17.03	+ 1.26	- 2.66	- 3.33
1969	- 0.48	- 0.93	- 1.95	- 2.58	- 7.41	- 6.23	- 10.65	- 8.17	- 15.98	- 12.10	+23.95	+ 8.24	- 3.26	- 3.88
1970													- 4.65	- 4.16
1971													- 3.91	- 3.98
1972													- 1.88	- 2.02
1973													+ 0.68	+ 0.99
1974													+ 2.48	+ 3.52
1975													+ 1.32	+ 3.52
1976													+ 1.09	+ 4.32
1969	+0.29	+0.29	+2.24	+2.24	+1.59	+1.59	+ 1.24	+ 1.24	+ 0.03	+ 0.03	+ 4.10	+ 4.10	+ 1.37	+ 1.37
1970													+ 2.75	+ 2.55
1971													+ 5.00	+ 4.57
1972													+ 8.13	+ 7.27
1973													+11.68	+10.18
1974													+14.57	+12.39
1975													+14.71	+11.70
1976													+15.96	+11.52

Tableau Annexe 13B DIFFERENCE ENTRE LES EFFECTIFS REELS DU SECONDAIRE ET LES PREVISIONS DE L'IEPO PAR GRADE ET EN POURCENTAGE DES EFFECTIFS REELS EN ONTARIO, 1972-1976

		Est. 1A		Est. 1A		Est. 1A		Est. 1A		Est. 1A		Est. 1A
1972	- 0.74	- 1.74	+2.06	+1.97	- 1.54	- 0.04	+ 6.45	+ 8.69	+ 4.82	+ 5.64	+ 1.50	+ 1.98
1973	- 0.46	- 1.57	+4.40	+4.11	+0.62	+3.66	+10.06	+14.95	+11.73	+15.86	+ 3.80	+ 5.27
1974	+3.50	+1.92	+5.02	+4.78	+3.09	+6.05	+ 9.42	+16.92	+12.43	+19.35	+ 5.60	+ 7.66
1975	+2.54	+0.80	+5.12	+4.48	+1.63	+4.60	+ 9.39	+15.40	+ 9.41	+18.77	+ 4.81	+ 6.75
1976	+2.61	+1.03	+4.58	+3.79	+0.75	+3.35	+ 8.18	+14.17	+11.83	+19.50	+ 4.48	+ 6.27

1A Somme de tous les comtés et districts.

Tableau Annexe 13C DIFFERENCE ENTRE LES EFFECTIFS REELS DU SECONDAIRE ET LES PREVISIONS DE L'IEPO PAR GRADE ET EN POURCENTAGE DES EFFECTIFS REELS EN ONTARIO, 1973-1976

Année de prévision	Grade 9		Grade 10		Grade 11		Grade 12		Grade 13		Autres		Total	
	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
		Est. 1A		Est. 1A		Est. 1A		Est. 1A		Est. 1A				Est. 1A
1973	- 1.18	- 1.19	+2.40	+2.00	+0.07	+1.22	+ 4.14	+ 5.95	- 0.78	+ 4.03			+ 0.91	+ 1.78
1974	+2.54	+2.81	+1.74	+2.74	+2.27	+1.94	+ 0.75	+ 2.77	+ 0.79	+ 3.87			+ 1.82	+ 2.69
1975	+1.73	+2.18	+1.62	+2.95	- 0.42	+0.64	- 0.65	- 0.08	- 4.56	- 1.35			+ 0.25	+ 1.31
1976	+1.47	+2.00	+1.24	+2.97	- 1.49	- 0.11	- 2.95	- 1.09	- 4.16	- 2.18			- 0.55	+ 0.78
1974	+3.80	+2.90	- 1.30	- 0.04	- 0.46	+0.01	- 5.55	- 3.59	- 2.74	- 3.06			- 0.59	- 0.11
1975	+2.81	+1.51	- 1.38	- 0.85	- 3.72	- 1.93	- 9.29	- 6.76	- 10.08	- 8.46			- 2.95	- 2.19
1976	+2.61	+1.08	- 1.90	- 1.73	- 4.72	- 3.60	- 11.98	- 8.40	- 12.05	- 9.75			- 4.08	- 3.34
1975	+1.67		- 3.90		- 1.84		- 3.33		- 2.02				- 1.68	
1976	+2.66		- 1.88		- 6.58		- 4.81		- 3.54				- 2.39	
1976	+0.21		+0.46		- 0.59		+ 0.53		+ 2.31				+ 0.34	

1A La somme de tous les comtés et districts.

Tableau Annexe 14 DIFFERENCE ENTRE LES EFFECTIFS REELS DU SECONDAIRE ET LES PREVISIONS DE L'IEPO PAR AGE ET EN POURCENTAGE DES EFFECTIFS REELS EN ONTARIO, 1973-1976

Année de prévision	12		13		14		15		16		17		18		19		Total	
	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A	Est. 2	Est. 2A
1973	- 2.44	- 7.19	- 1.55	+ 1.19	- 0.53	- 2.47	+ 3.18	+ 2.78	+ 1.52	+ 1.76	+ 0.78	+ 1.85	+ 3.71	+ 2.38	+13.83	+15.48	+ 1.69	+ 1.49
1974	+14.93	+ 9.48	+ 0.32	+ 3.15	- 1.13	- 3.06	+ 4.58	+ 2.08	+ 6.27	+ 6.12	+ 3.95	+ 5.30	+ 7.15	+ 6.98	+21.17	+22.39	+ 4.06	+ 3.41
1975	+16.67	+11.30	+ 0.41	+ 3.26	- 0.12	- 2.03	+ 4.59	+ 2.13	+ 5.98	+ 3.68	+ 4.77	+ 5.79	+ 6.30	+ 6.39	+19.82	+20.53	+ 4.28	+ 3.13
1976	+46.59	+39.87	+ 3.83	+ 6.76	+ 0.14	- 1.78	+ 6.56	+ 4.08	+ 5.30	+ 3.08	+ 4.25	+ 3.14	+ 7.80	+ 7.57	+22.80	+23.16	+ 5.01	+ 3.46
1974	+18.40	+13.38	+ 1.86	+ 2.62	+ 0.72	- 0.93	+ 0.09	+ 0.52	- 0.25	+ 0.75	+ 0.34	+ 1.30	+ 0.06	+ 1.31	-12.28	- 5.14	+ 0.03	+ 0.48
1975	+20.20	+15.25	+ 1.95	+ 2.70	+ 3.11	+ 0.18	- 0.22	+ 0.11	- 1.77	- 0.34	- 3.63	- 1.69	- 3.43	- 1.55	-14.32	- 7.06	- 0.91	- 0.44
1976	+50.99	+44.89	+ 5.42	+ 6.25	+ 3.34	+ 0.50	+ 3.02	+ 2.12	- 2.71	- 1.39	- 5.30	- 2.96	- 6.68	- 4.10	-12.58	- 5.83	- 0.65	- 0.32
1975	- 6.64		- 0.11		+ 1.51		- 0.09		- 1.86		- 4.50		- 5.26		- 9.22		- 1.58	
1976	+17.29		+ 3.29		+ 1.74		+ 2.28		- 2.59		- 6.48		- 8.96		- 7.64		- 1.58	
1976	+26.70		+ 3.90		+ 0.69		+ 0.76		- 0.91		- 1.01		+ 0.62		+ 5.72		+ 0.37	

2A Somme de tous les comtés et districts.

Tableau Annexe 15 DIFFERENCE ENTRE LES EFFECTIFS REELS DU SECONDAIRE ET LES PREVISIONS DE L'IEPO PAR GRADE ET EN POURCENTAGE DES EFFECTIFS REELS EN ONTARIO, 1971-1976

Année de prévision	Grade 9		Grade 10		Grade 11		Grade 12		Grade 13		Autres		Total	
	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2	Est. 1	Est. 2
1971													+1.63	
1972													+3.91	
1973													+6.82	
1974													+9.52	
1975													+9.41	
1976													+9.63	
1972	- 0.99		+1.45		- 1.45		+5.32		+ 5.70				+1.18	
1973	- 1.04		+3.49		+0.16		+7.67		+11.80				+2.92	
1974	+2.89		+3.91		+1.83		+6.16		+11.26				+4.21	
1975	+2.03		+4.01		+0.22		+4.00		+ 7.56				+2.97	
1976	+2.04		+3.56		- 0.59		+2.62		+ 7.37				+2.42	
1973	- 0.21		+3.12		+1.52		+2.33		+ 4.85				+1.85	
1974	+3.71		+3.34		+3.93		+0.57		+ 5.08				+3.23	
1975	+2.88		+3.33		+1.96		- 0.48		+ 1.39				+2.06	
1976	+2.72		+2.92		+1.04		- 2.02		+ 2.15				+1.49	
1974	+2.24		- 0.62		+0.15		- 4.69		- 3.22				- 0.61	
1975	+1.75		- 2.42		- 2.46		- 8.73		- 9.71				- 3.08	
1976	+1.13		- 2.48		- 5.15		- 11.17		- 11.95				- 4.55	
1975	- 2.95		- 3.30		- 1.05		- 2.22		- 4.32				- 2.62	
1976	- 2.86		- 4.69		- 3.84		- 4.11		- 6.84				- 4.10	
1976	- 2.17		+0.43		- 0.96		+0.32		+ 1.83				- 0.46	

Au tableau 13, les premières prévisions indiquées sont celles qui ont été calculées en 1966 pour la décennie 1967-1976 et publiées par OISE comme Série de prévisions d'effectifs No. 2. Les effectifs des grades 9 et 10 (élémentaire/continuation) des écoles séparées sont inclus dans ces chiffres. Dans ces calculs, le grade 9 était tiré de la natalité neuf années auparavant. A partir de 1970, le ministère a inclus les effectifs des cours professionnels dans les grades correspondants. Par conséquent, il est inutile de comparer les erreurs par prévisions de grades - les "conditions" que nous prévoyions étaient différentes - seuls les totaux pour 1970-1976 sont donnés. En 1976, les prévisions de 1966 n'avaient accumulé qu'une erreur de 1.9%. Le départ était bon et sous-évaluait les effectifs à moins de 1% près, mais cela augmenta vite et atteint -4.65% d'erreur en 1970. Après cela, l'erreur encore plus rapidement (pour atteindre -0.68% en 1973) et passa du négatif au positif.

Les prévisions de 1968 n'étaient pas aussi bonnes, de loin s'en faut. Elles commençaient mal et l'erreur empirait rapidement de +1.37% la première année à +15.96% à l'an 8. Ces prévisions étaient publiées dans la série No. 5. Elles ne tenaient pas compte des grades 9 et 10 élémentaires/continuation et la raison pour laquelle seuls les totaux de rangées sont revus après 1970 est la même que plus haut. Pour les prévisions de 1968, nous avons utilisé la technique de régression. L'expérience de cette année-là nous avait enseigné qu'une technique de prévision plus complexe (et par conséquent d'un plus grand attrait pour les théoriciens) ne produisait pas forcément de meilleurs résultats. En fait, les techniques les plus simples sont les meilleures si l'on peut au moins tomber sur un bon indice de référence. Les théoriciens préfèrent cependant les solutions élégantes autant que les solutions pratiques, et nous avons continué de tester différentes méthodes mathématiques de prévisions. Nous en utilisons 6 actuellement pour vérifier les calculs 1 (que nous basons sur notre jugement des tendances de passage de grades et sur les rapports des naissances des années précédentes et des cohortes allant à l'école dans les années de prévision).

Depuis 1971, les prévisions d'effectifs secondaires étaient calculés pour 37 comtés, 5 conseils scolaires et 11 districts si bien que le tableau donne les calculs 1 et les calculs 1A, "A" étant la somme des prévisions par conseil. Depuis cette année-là, la catégorie "autres" n'était plus considérée séparément (en d'autres termes, nous nous sommes accommodés des changements dans le système statistique du ministère), si bien que toutes les prévisions font l'objet d'une analyse d'erreur aussi bien que des totaux de rangée. L'erreur dans la première année des prévisions de 1971 était de +1.50% et elle remontait à +4.48% en 1976. Le changement de l'augmentation dans les écoles secondaires en diminution avait été prévu (en 1978) pour 1978. Nous nous attendons encore à ce qu'il se produise cette année. Les calculs de 1972 avaient bien commencé (+0.91%) mais l'erreur devint excessive pour une année (+1.82%); cependant elle baissa rapidement et devint acceptable les deux années suivantes.

La première année de prévision calculés en 1973 était d'une bonne précision (très important pour le crédit auprès des utilisateurs), -0.59%, mais l'erreur augmenta rapidement (ce qui constitue une grande faiblesse d'après nous) à -4.08% en 1976 et nous considérons ces calculs comme un échec. Il faut cependant noter que les calculs de 1966 avaient aussi accumulé une erreur importante, -4.65, au départ (les quatre premières années mais c'était

là un maximum et après 10 ans, l'erreur était revenue à un niveau similaire à celui de l'an 1 avec un signe opposé (+1.09% contre -0.92%). Les erreurs dans les prévisions d'effectifs d'écoles secondaires de 1976 (OISE) étaient comme suit:

+0.34% (calculs de 1975)
-2.39% (calculs de 1974)
-4.08% (calculs de 1973)
-0.55% (calculs de 1972)
+4.48% (calculs de 1971)
+15.96% (calculs de 1968)
+1.09% (calculs de 1966)

Les erreurs de prévisions (OISE) des effectifs scolaires secondaires de 1975 étaient comme suit:

-1.68 (calculs de 1973)
-2.95 (calculs de 1973)
+0.25 (calculs de 1972)
+4.81 (calculs de 1971)
+14.71 (calculs de 1968)
+1.32 (calculs de 1966)

En résumé: A part les calculs de 1968 (qui furent vite considérés comme un échec complet et abandonnés, ils ne sont plus imprimés et ne sont plus que d'un intérêt historique), nos prévisions pour tout l'Ontario indiquent une marge d'erreur "bonne" ou "satisfaisante" pour la première année de prévisions et un bon niveau pour les prévisions de l'an 10. Certaines sont aussi d'une bonne précision intermédiaire (an 2 et 3) mais souvent, l'erreur s'accumule autour de 4 à 5% après 2 ou 3 ans. Après cela elle diminue. Nous n'avons qu'un seul exemple que l'on puisse vérifier sur 10 ans (celui de 1966) et nous ne saurons pas avant 1981 si les calculs de 1971, qui semblent suivre les mêmes tendances, seront en-dessous du seuil de 1.50% en 10 ans. Les calculs de 1972 conservent une précision exceptionnelle, mais celles de 1973 ont déjà dépassé le seuil de 4%. Nous ne saurons pas avant 1982 et 1983 si l'erreur des premiers est maintenu à son niveau bas et si celle des derniers se mettra à diminuer en 1977 et 1978, par exemple, pour atteindre un niveau d'environ 0.5%.

En tout état de cause, ce que nous abons observé en revoyant les prévisions d'effectifs de l'élémentaire semble s'appliquer aussi au secondaire. Nous pouvons plus facilement être précis à long terme (10 ans) qu'à moyen terme. Nous essayons, et y parvenons en général, d'être précis dans nos prévisions pour la première année et nos calculs peuvent ainsi être utiles aux conseils.

Les effets du secondaire - Les calculs du ministère

Nous sommes en possession de prévisions du ministère datant du 7 juillet 1971. Puique les premières incluaient la catégorie "professionnelle" abandonnée en 1970, seuls les totaux de rangées ont été analysés (voir le tableau 15). Après cela, puisque la catégorie professionnelle était éliminée des prévisions, les erreurs de grade étaient aussi analysées. Leurs prévisions pour les effectifs

de 1971 étaient en excès de +1.63%, ce qui était assez satisfaisant au départ, mais les prévisions n'étaient pas vraiment réussies; l'erreur grimpa rapidement à +9.63% en 1976. Elles devraient être mises dans le même catégorie que celles d'OISE de 1968. Elles ne constitueront peut-être pas le même "fiasco". En tout état de cause, les calculs de 1971 et 1972 sont bons et il est intéressant de noter qu'ils suivent le même développement que ceux d'OISE, c'est-à-dire que l'erreur augmente pendant les 2 ou 3 premières années puis elle diminue. Les prévisions de 1974 sont très bien parties avec une erreur à l'an 1 de -0.61% mais celle-ci a grimpé rapidement (-4.55% en 1976). Les calculs de 1976 étaient excellents; l'erreur à l'an 1 était de -0.46% seulement. Les erreurs dans les prévisions d'effectifs scolaires secondaires pour 1976 (ministère) sont comme suit (celle d'OISE sont indiquées à droite à titre de référence):

-0.46% (calculs de 1975)	+0.34%
-4.10% (calculs de 1974)	-2.31%
-4.55% (calculs de 1973)	-4.08%
+1.49% (calculs de 1972)	-0.55%
+2.42% (calculs de 1971)	+4.48%
+9.63% (calculs de 1970)	-
	+15.96 (1968)
	+1.09 (1976)

Les erreurs dans les prévisions d'effectifs scolaires secondaires pour 1975 (ministère) sont comme suit:

-2.62% (calculs de 1974)	-1.68%
-3.08 (calculs de 1973)	-2.95
+2.06 (calculs de 1972)	+0.25
+2.97 (calculs de 1971)	+4.81
+9.41 (calculs de 1970)	-
	+14.71 (1968)
	+1.32 (1966)

En résumé: Les responsables de l'éducation en Ontario ont eu, à leur disposition deux ensembles de prévisions d'effectifs scolaires secondaires provinciaux d'une bonne précision à court terme (à l'an 1) et assez bonne à long terme (5 à 10 ans). Même à moyen terme, l'erreur était, en général, de moins de 5%, excepté pour un ensemble de mauvais calculs d'OISE et un du ministère.

Prévisions scolaires secondaires au niveau du conseil

Autant que nous le sachions, le groupe d'OISE est le seul qui prépare des prévisions d'effectifs scolaires annuelles pour tous les conseils de l'éducation de comté et urbains de l'Ontario et parfois pour les petits conseils du Nord. Ils font cela depuis 1971 et les contrats du ministère décrits ci-dessus et depuis 1972, le "Rapport pour tout l'Ontario" a été soumis à la fin des travaux sous contrat et indique le "score" d'erreurs.

Le tableau 16 indique la fourchette d'erreur depuis les prévisions de 1973 (calculées en été 1973) jusqu'à celles de 1976.

Tableau Annexe 16 NOMBRE TOTAL DE PREVISIONS PAR COMTE SELON LA FOURCHETTE DE L'ERREUR ABSOLUE DES CALCULS 1 DES EFFECTIFS TOTAUX SCOLAIRES SECONDAIRES EN ONTARIO, 1973-1977

Erreur absolue (Nombre d'élèves)	PI ERREUR EN % OR														
	1.0% et moins					1.1% - 1.5%					1.6% - 2.5%				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 et moins	16	20	14	23		6	1	4	3		3	5	3	3	
101 - 200	0	2	0	1		0	3	2	3		8	5	0	2	
201 - 300	0	1	0	1		2	1	2	1		1	1	1	1	
301 - 400	0	0	0	0		0	0	3	1		4	0	0	1	
401 - 500	0	0	0	0		0	0	0	0		0	1	1	1	
501 - 600	0	0	0	0		0	1	1	0		1	0	1	0	
601 - 700	0	0	0	0		0	0	0	0		1	1	1	0	
701 et plus	0	2	0	0		0	0	0	0		0	0	1	0	
Nombre total de comtés	16	25	14	25		8	6	12	8		18	13	8	8	

Erreur absolue (Nombre d'élèves)	ERREUR EN % OR														
	2.6% - 4.0%					4.1% et plus					Nombre total de comtés				
	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977	1973	1974	1975	1976	1977
100 et moins	2	3	2	2		2	3	1	0		29	32	24	31	
101 - 200	1	0	6	1		1	2	0	0		10	12	8	7	
201 - 300	0	3	3	3		0	1	1	0		3	7	7	6	
301 - 400	1	0	0	1		1	0	2	0		6	0	5	2	
401 - 500	1	1	1	0		0	0	0	0		1	2	2	2	
501 - 600	0	0	0	0		0	0	1	0		1	1	3	0	
601 - 700	0	0	0	0		0	0	0	0		1	1	1	0	
701 et plus	1	1	2	0		1	0	0	0		2	3	3	0	
Nombre total de comtés	6	8	14	7		5	6	5	0		53	58	53	48	

Dans les calculs de 1973, nous sommes arrivés à de bonnes prévisions pour 16 conseils sur 53 et à des prévisions satisfaisantes pour 8 autres si nous utilisons les mêmes critères d'erreur pour le système secondaire que pour le système élémentaire. Si nous relaxons le système pour définir une erreur satisfaisante comme étant inférieure à 2.5%, le total serait de 41 sur 53. Les années suivantes, le nombre de bonnes prévisions était de 25 sur 58, 14 sur 53 et 25 sur 48. Le changement des totaux est dû à deux choses - (1) les calculs 2 sont tirés du nombre des enfants de 6 ans et nous ne disposons pas de ces chiffres pour les cinq conseils urbains et (2) nous ne pouvions pas faire des prévisions pour les nouveaux conseils de Durham/Northumberland, ou pour le reste des conseils dont ils proviennent car les limites de la nouvelle région n'ont rien à voir avec les anciennes et cela dérange donc pas les séries de statistiques dans le temps dont nous nous servons. Si nous acceptons le critère de 2.5% d'erreur au moins, alors 44 sur 58, 34 sur 53 et 41 sur 48 des prévisions à court terme de population scolaire secondaire étaient satisfaisantes. Le tableau 17 indique les erreurs dans nos prévisions d'effectifs scolaires de conseils les plus récentes. Ceci, bien sûr, est l'erreur à l'an 1.

Prévisions d'offre et de demande d'enseignants

Les prévisions d'offre et de demande d'enseignants sont différentes de celles des effectifs scolaires. Elles partent en fait de la question inverse. Elles ne répondent pas à la question "Combien d'élèves y aura-t-il l'an prochain (dans 10 ans) à votre avis?" Elles ont pour point de départ la question "Etant donné le nombre d'élèves, le nombre d'enseignants qui quittent leur poste et le nombre d'enseignants qui réintègrent leur poste, combien de nouveaux enseignants devrons-nous former?" A partir du nombre de diplômés et en considérant les taux habituels de succès/échec/passage de grade, nous pouvons déduire le nombre (par année) d'inscriptions que nous devrions avoir pour produire le nombre de diplômés - attendu que les institutions ne changent pas leurs critères, leur politique d'avancement ou les conditions d'admission à leurs programmes. Si elles étaient plus sélectives, elles feraient échouer plus de candidats, si bien qu'un même nombre d'inscrits donnerait moins de diplômés. Si elles ajoutaient des cours requis, l'effet serait de prolonger le cycle. Si le flux de candidats en provenance des écoles secondaires (à l'entrée des B.S./B. Ed. de quatre ans) ou en provenance des facultées sous-gradués (pour l'entrée dans l'année finale de spécialisation après un diplôme général) n'est pas suffisant, les inscriptions de facto chaque année seront en deça de l'objectif visé. Les planificateurs seraient alors obligés, ou bien de changer le flux dans leurs calculs (et attirer une plus grande proportion des étudiants à suivre ce programme de formation plutôt que les autres) ou bien encore de changer leur hypothèse sur la part de la demande qui sera satisfaite par des nouveaux diplômés d'instituts locaux de formation d'enseignants. Dans le dernier cas, le nombre de diplômés est réduit et l'effectif prévu doit aussi être réduit (à un niveau qui se rapproche du niveau réel). Dans le premier cas, on peut offrir des encouragements (bourses d'études, droits d'inscription réduits ou supprimés, augmentations des salaires d'enseignants plus importantes que pour les professions rivales) qui suffisent à influer les étudiants dans leur choix de programme.

Les conditions actuelles sont inverses - la baisse des effectifs primaires et secondaires réduira la demande d'enseignants et le nombre de départs sera réduit par crainte des redondances. La demande annuelle totale diminuera

Tableau Annexe 17 COMPARAISON DES EFFECTIFS TOTAUX REELS ET PREVUS DU SECONDAIRE (CALCULS 1) POUR 1976 PAR GRADE, COMTE, DISTRICT OU VILLE EN ONTARIO

Comté ou district	Réels (No.)	Prévus (No.)	Différence (No.)	Erreur %
Algoma	10,117	9,869	- 248	- 2.5
Brant	6,744	6,864	+120	+1.8
Bruce	3,632	3,643	+ 11	+0.3
Carleton	15,134	14,915	- 219	- 1.4
Cochrane	8,813	8,571	- 242	- 2.7
Dufferin	2,351	2,325	- 26	- 1.1
Elgin	4,855	4,721	- 134	- 2.8
Essex	8,687	8,841	+154	+1.8
Frontenac	8,135	8,066	- 69	- 0.8
Grey	5,552	5,762	+210	+3.8
Haldimand	2,975	3,002	+ 27	+0.9
Haliburton	676	702	+ 26	+3.8
Halton	20,935	20,491	- 444	- 2.1
Hastings	9,198	9,067	- 131	- 1.4
Huron	4,689	4,735	+ 46	+1.0
Kenora	4,030	4,003	- 27	- 0.7
Kent	8,370	8,491	+121	+1.4
Lambton	8,897	8,951	+ 54	+0.6
Lanark	3,619	3,649	+ 30	+0.8
Leeds & Grenville	6,232	6,180	- 52	- 0.8
Lennox & Addington	2,725	2,784	+ 59	+2.2
Niagara Region	26,988	27,009	+ 21	+0.1
Manitoulin	931	960	+ 29	+3.1
Middlesex	4,373	4,425	+ 52	+1.2
Muskoka	2,835	2,816	- 19	- 0.7
Nipissing	7,467	7,467	*	*
Norfolk	4,004	4,015	+ 11	+0.3
Oxford	6,298	6,287	- 11	- 0.2
Parry Sound	2,718	2,750	+ 32	+1.2
Peel	28,784	28,940	+156	+0.5
Perth	5,540	5,629	+ 89	+1.6
Prescott & Russell	4,251	4,161	- 90	- 2.1
Prince Edward	1,497	1,488	- 9	- 0.6
Rainy River	2,264	2,282	+ 18	+0.8
Renfrew	7,855	7,745	- 110	- 1.4
Stor. Dun. & Glen.	9,232	9,253	+ 21	+0.2
Sudbury	16,554	16,569	+ 15	+0.1
Thunder Bay	11,752	11,290	- 462	- 3.9
Timiskaming	4,285	4,302	+ 17	+0.4
Waterloo	17,850	18,164	+314	+1.8
Wellington	8,695	8,956	+261	+3.0
Wentworth	7,471	7,429	- 42	- 0.6
York	16,446	16,376	- 70	- 0.4
Hamilton	18,710	18,715	+ 5	*
London	18,554	18,626	+ 72	+0.4
Ottawa	25,211	25,550	+339	+1.3
Toronto Métro	140,355	140.112	- 243	- 0.2
Windsor	12,910	12,844	- 66	- 0.5

* Pas d'erreur de plus de .10%

donc. Sa mesure annuelle précise dépendra du rapport général élèves-enseignants, du taux de départ supposé et de la proportion des nouveaux postes qui sont attribués aux nouveaux diplômés. Si le surplus d'enseignants continue de prévaloir comme il est prévu, de nouveaux facteurs surgiront sans doute tels que les transferts préférentiels selon lesquels les employés courants obtiennent tout poste à pourvoir - d'abord à l'intérieur d'un système, peut-être, puis dans un même système mais à travers la séparation élémentaire/secondaire, puis à travers les zones d'autorité par région et finalement entre les systèmes publics et séparés. On ne connaît pas encore les limites raisonnables des "suppositions" dans les conditions nouvelles. Les taux de départs, la part de nouveaux diplômés par rapport à ceux qui retournent à l'enseignement, les REE annuels, etc., ne peuvent être déterminés que par une analyse des tendances dans le passé immédiat ou bien peuvent-ils être décidés comme politique (à savoir la solution équitable d'intérêts en concours ou le résultat de négociations). Quelle que soit la solution du planificateur, la précision des prévisions (lorsqu'on les compare avec le nombre réel d'enseignants employés et leur "origine") dépend d'un certain "concours" de circonstances. Le planificateur a peu de chances de les évaluer toutes avec précision mais certaines erreurs s'annuleront. Les prévisions de demande d'enseignants passés en revue ici sont des chiffres non publiés produits pour le ministère sous contrat. Elles utilisent les tendances pour déterminer le REE, une tendance ou un taux fixe pour déterminer chaque composante des départs annuels et un taux pour fixer le nombre d'enseignants qui réintègrent l'enseignement par rapport au recrutement de nouveaux diplômés. En d'autres termes, les nouveaux diplômés peuvent soit être pris comme reste et il ou elle obtient le poste qui reste lorsque tous les autres ont pu choisir (selon les parts obtenues au cours des années antérieures) ou bien encore peut-on leur attribuer (aux nouveaux diplômés) un certain pourcentage du recrutement et les autres sont traités comme "reste". Les chiffres de "tendance" seront trop grands si le contingent actuel d'enseignants tient des négociations fermes pour éviter la mise à pied de ses membres et si une série de "transferts forcés" essaient de maintenir tout le contingent en poste (dans la province) avant de procéder à de "nouveaux" recrutements. Ils seront aussi trop grands si ceux qui réintègrent l'enseignement obtiennent une plus grande part des postes à pourvoir et si les diplômés sans travail des années précédentes ont priorité par rapport aux nouveaux diplômés. La demande totale d'enseignants serait trop élevée si l'erreur dans les prévisions d'effectifs (surévalués) est positive, si le nombre d'élèves par enseignant supposé est moins élevé qu'en réalité et si le taux de départs supposé est plus élevé qu'en réalité.

Les chiffres de tendance seront trop bas si les décisions de politique qui sont prises sont nouvelles par rapport aux années de tendance - si, par exemple, un quota des nouveaux recrutements était assigné aux nouveaux diplômés et si les conseils étaient tenus de recruter un certain nombre de diplômés avant de procéder à des transferts entre les secteurs élémentaires et secondaires et dans d'autres zones d'autorité locale. Il y a peu de transferts entre le secteur élémentaire et le secteur secondaire actuellement. Les conseils ne sont pas tenus généralement de reconnaître l'ancienneté d'un enseignant obtenue dans un autre conseil. En général, ils ne sont pas tenus de choisir les enseignants redondants en poste dans les autres conseils avant de considérer de nouveaux diplômés. Actuellement aussi, le système scolaire exige des enseignants qu'ils soient des catholiques pratiquants. Le nombre calculé de nouveaux diplômés serait trop bas aussi si une politique déterminant le nombre de places dans les instituts de formation d'enseignants était

adoptée selon une formule qui tiendrait compte des effectifs passés, de la capacité des établissements (espace et personnel) ou des possibilités d'emploi pour les diplômés. En fait, ces limitations, si elles étaient encore plus élevées que le nombre prévu d'emploi, signifieraient que la formation pré-professionnelle d'enseignants n'est pas le seul (ni le principal) rôle des facultés d'éducation qu'elles dispensent un enseignement supérieur "général" et peuvent donc accepter autant de candidats qu'elles peuvent recevoir est une opinion qu'expriment certains doyens de l'éducation. Si cela devenait une politique, nos prévisions d'offre d'enseignants seraient bien endessous de la réalité (ainsi que nos prévisions d'effectif élèves-enseignants).

Nous reproduisons ici certains des tableaux du rapport sur l'offre et la demande d'enseignants au ministère de l'an dernier. Le tableau annexe 18 donne les effectifs scolaires élémentaires (calculs 1 d'OISE), les rapports d'enseignants et d'élèves-enseignants (c'est-à-dire le rapport réel et un rapport supposé pour 1976-1980 de 23.6). Pour 1976, nous avons surestimé les effectifs; ils étaient de 1,360,085 au lieu de 1,361,910; mais nous avons aussi surestimé le rapport. L'année précédente, il était de 23.9. Nous pensions qu'il descendrait à 23.6 mais il est descendu plus bas à 23.5. Nous pensions que la "demande brute" d'enseignants serait de 57,709 (1,361,960 - 23.6); 57,807 en fait étaient employés; notre erreur était de 98 en chiffre absolu ou -0.17%.

Le tableau annexe 19 indique les départs passés et prévus d'enseignants classés par le ministère de l'Education. Les départs totaux (comme des retraites, décès, autres formes d'enseignement, etc.) sont indiqués avec les suppositions qui accompagnent les proportions et les chiffres calculés pour 1975/1976 jusqu'en 1979/1980. Le nombre total de départs que nous avons calculé (c'est-à-dire le nombre d'enseignants à remplacer) pour 1975/1976 était de 7096. Il y en avait 6697 en réalité. (Le contingent d'enseignants a commencé à se "figer" en 1972. Les départs ont beaucoup diminué) Nous avions supposé un taux de remplacement de 12.20% du nombre d'enseignants de l'année précédente (voir le tableau annexe 20). Ceci suivait en ligne les taux de 1973, 13.05; 1974, 13.02, et 1975, 12.60. Avec un taux de départs moins élevé de 11.51%, il y avait 399 recrutements de remplacement de moins que prévu.

Le REE plus petit (que prévu), malgré des effectifs réduits n'entraîna qu'une contraction de 360 emplois dans le total plutôt que de 458 comme nous l'avions calculé. Cependant, le nombre plus petit de départs a conduit à moins de recrutements de remplacement que prévu si bien que notre demande nette de 6638 était encore trop élevée; 6637 seulement était "requis".

Les nouveaux enseignants recrutés chaque année proviennent de plusieurs endroits. Puisque le ministère s'inquiète surtout, depuis quelques années, de savoir combien de nouveaux enseignants vont dans la profession, le rapport donne un détail de plusieurs "sous-demandes". Le tableau annexe 21 donne les entrées passées et présentes d'enseignants selon les catégories de "sources" du ministère de l'Education. Il indique le pourcentage de recrutements nouveaux et annuels en provenance de chacune des sources. Nous avons estimé que 21% des postes à pourvoir seraient obtenus par des enseignants qui réintègrent la profession et 45.2% par des diplômés (pas forcément de la dernière année puisqu'avec un surplus de plusieurs années, plusieurs "récoltes" attendent leur tour).

Tableau Annexe 18 ELEVES ET ENSEIGNANTS DES ECOLES ELEMENTAIRES DE L'ONTARIO

Année		Elèves	Enseignants	Rapport Elèves/Enseignants
1958		1,027,598	33,074	31.1
1959		1,081,649	35,241	30.7
1960		1,126,388	36,533	30.8
1961	R	1,163,053	38,079	30.5
1962	E	1,197,029	39,249	30.5
1963		1,233,164	40,875	30.2
1964	E	1,278,473	42,750	29.9
1965	E	1,320,043	44,967	29.4
1966		1,364,871	47,647	28.6
1967	L	1,405,052	51,018	27.5
1968	S	1,430,590	54,587	26.2
1969		1,456,117	57,587	25.3
1970		1,465,488	59,307	24.7
1971		1,456,840	58,329	25.0
1972		1,445,101	57,991	24.9
1973		1,422,885	56,630	25.1
1974		1,404,839	56,678	24.8
1975		1,389,478	58,167	23.9
1976	P	1,361,930	57,709	23.6
1977	R	1,335,570	56,592	23.6
1978	E	1,303,695	55,241	23.6
1979	V	1,284,015	54,408	23.6
1980	U S	1,272,635	53,925	23.6

Tableau Annexe 19A NOMBRE REEL D'ACQUISITIONS D'ENSEIGNANTS A PLEIN-TEMPS

Acquisitions	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A. 1. En provenance des écoles élémentaires et secondaires séparées	58	0.6	81	0.7	75	0.7	94	0.9	65	1.0	43	0.6	64	1.0	90	1.2	108	1.2	64	1.0
2. En provenance des écoles de retardés	-	-	-	-	-	-	-	-	-	-	-	-	16	0.3	26	0.4	38	0.4	23	0.4
3. Anciens enseignants du secondaire certifiés pour enseigner au niveau élémentaire	154	1.5	155	1.4	179	1.6	187	1.9	163	2.4	221	3.1	-	-	-	-	-	-	-	-
4. En prevenance d'écoles en dehors de l'Ontario	-	-	-	-	-	-	-	-	-	-	-	-	239	3.9	349	4.7	446	5.2	256	4.0
5. Anciens enseignants à temps partiel	-	-	-	-	-	-	-	-	-	-	-	-	631	10.2	849	11.4	919	10.7	719	11.4
6. Enseignants échangés	-	-	-	-	-	-	69	0.7	54	0.8	43	0.6	52	0.8	55	0.7	58	0.7	69	1.1
7. Avec lettre de classification	1,025	9.8	1,010	9.2	774	6.9	511	5.1	189	2.8	193	2.7	114	1.8	201	2.7	237	2.8	120	1.9
8. Avec lettre de permission	660	6.3	439	4.0	168	1.5	120	1.2	31	0.4	-	-	-	-	46	0.6	149	1.7	43	0.7
9. Autres	1,030	9.9	1,196	10.8	1,111	9.8	1,252	12.6	841	12.5	1,097	15.5	1,257	20.3	1,369	18.5	1,403	16.3	899	14.2
B. Diplômés de programmes de formation d'enseignants de l'Ontario	5,195	49.9	5,544	50.2	6,673	59.1	5,388	54.2	3,616	52.9	3,306	46.7	2,622	42.2	2,696	36.4	3,197	37.0	2,753	43.4
C. Enseignants qualifiés de retour dans la profession	2,292	22.0	2,620	23.7	2,317	20.5	2,325	23.4	1,876	27.4	2,176	30.7	1,213	19.5	1,742	23.5	2,075	24.0	1,391	22.0
		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0
Acquisitions totales	10,414		11,045		11,297		9,946		6,835		7,079		6,208		7,423		8,630		6,337	

1129

1130

Tableau Annexe 19B NOMBRE PREVU D'ACQUISITIONS D'ENSEIGNANTS A PLEIN TEMPS

	Acquisitions	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A. 1.	En provenance des écoles élémentaires et secondaires séparées	58	1.0	46	1.0	46	1.0	46	1.0	44	1.0	42	1.0	39	1.0	36	1.0	34	1.0	33	1.0
2.	En provenance des écoles de retardés	23	0.4	18	0.4	18	0.4	18	0.4	17	0.4	17	0.4	15	0.4	14	0.4	13	0.4	13	0.4
3.	Anciens enseignants du secondaire certifiés pour enseigner au niveau élémentaire	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
4.	En prevenance d'écoles en dehors de l'Ontario	204	3.5	138	3.0	115	2.5	115	2.5	111	2.5	107	2.5	99	2.5	90	2.5	86	2.5	84	2.5
5.	Anciens enseignants à temps partiel	641	11.0	506	11.0	509	11.0	506	11.0	492	11.0	472	11.0	436	11.0	399	11.0	380	11.0	369	11.0
6.	Enseignants échangés	40	0.7	32	0.7	32	0.7	32	0.7	31	0.7	30	0.7	27	0.7	25	0.7	24	0.7	23	0.7
7.	Avec lettre de classification	87	1.5	46	1.0	32	0.7	32	0.7	67	1.5	64	1.5	59	1.5	54	1.5	51	1.5	50	1.5
8.	Avec lettre de permission	29	0.5	13	0.3	9	0.2	-	-	-	-	-	-	-	-	-	-	-	-	-	-
9.	Autres	961	16.4	814	17.6	860	18.5	863	18.7	805	17.9	772	17.9	715	17.9	654	17.9	625	18.0	606	18.0
B.	Diplômés de programmes de formation d'enseignants de l'Ontario	2,625	45.0	2,071	45.0	2,083	45.0	2,071	45.0	2,014	45.0	1,931	45.0	1,786	45.0	1,634	45.0	1,557	45.0	1,513	45.0
C.	Enseignants qualifiés de retour dans la profession	1,166	20.0	920	20.0	926	20.0	920	20.0	895	20.0	858	20.0	794	20.0	726	20.0	692	20.0	672	20.0
			100.0		100.0		100.0		100.0		100.0.		100.0		100.0		100.0		100.0		100.0
	Acquisitions totales	5,834		4,604		4,630		4,603		4,476		4,293		3,970		3,632		3,462		3,363	

1131

1132

Tableau Annexe 20 DEMANDE CALCULEE D'ENSEIGNANTS DE L'ELEMENTAIRE EN ONTARIO, BASEE SUR LES CALCULS 1

Année		Réserve d'enseignants[1]	Augmentation ou reduction de la demande	Replacement demand		Demande totale	Retours dans la profession		Demande des autres sources[4]
		No.	No.	No.	%	No.	No.	%	No.
1962		39,249	+1,170	5,118	13.44[2]	6,288	1,314	20.90[3]	4,974
1963		40,875	+1,626	5,081	12.94	6,707	1,895	28.25	4,812
1964		42,750	+1,875	5,349	13.08	7,224	2,033	28.14	5,191
1965	R	44,967	+2,217	5,703	13.34	7,920	1,989	25.11	5,931
1966		47,647	+2,680	6,642	14.77	9,322	2,162	23.19	7,160
1967	E	51,018	+3,371	7,043	14.78	10,414	2,292	22.00	8,122
1968	E	54,587	+3,569	7,476	14.65	11,045	2,620	23.72	8,425
1969		57,587	+3,000	8,297	15.19	11,297	2,317	20.51	8,980
1970	L	59,307	+1,720	8,226	14.28	9,946	2,325	23.38	7,621
1971	L	58,329	- 978	7,813	13.17	6,835	1,876	27.45	4,959
1972		57,991	- 338	7,417	12.72	7,079	2,176	30.74	4,903
1973	E	56,630	-1,361	7,569	13.05	6,208	1,213	19.54	4,995
1974		56,678	+ 48	7,375	13.02	7,423	1,742	23.47	5,681
1975		58,167	+1,489	7,141	12.60	8,630	2,075	24.04	6,555
1976	P	57,709	- 458	7,096	12.20	6,638	1,395	21.00	5,243
1977	R	56,592	-1,117	6,810	11.80	5,693	1,196	21.00	4,497
1978	E	55,241	-1,351	6,451	11.40	5,100	1,070	21.00	4,030
1979	V	54,408	- 833	6,077	11.00	5,244	1,102	21.00	4,142
1980	U E	53,925	- 483	5,713	10.50	5,230	1,098	21.00	4,132

[1] Calculs 1, REE 23.6.

[2] Pourcentage de la réserve de l'année précédente.

[3] Pourcentage de la demande totale.

[4] Demande totale moins les retours.

Tableau Annexe 21A NOMBRE REEL DE DEPARTS D'ENSEIGNANTS A PLEIN-TEMPS, 1966-1976

	Départs	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1.	Pour enseigner dans les écoles privées ou des collèges de formation d'enseignants	1,704	24.2	938	12.5	853	10.3	615	7.5	607	7.8	406	5.5	256	3.4	266	3.6	254	3.6	297	4.4
2.	Pour enseigner à l'extérieur de l'Ontario			584	7.8	593	7.1	512	6.2	410	5.3	233	3.1	212	2.8	313	4.3	300	4.2	267	4.0
3.	Pour enseigner à temps partiel dans des écoles du secteur public			234	3.1	290	3.5	294	3.6	506	6.5	548	7.4	520	6.9	553	7.5	640	9.0	604	9.0
4.	Pour enseigner dans un collège technique													6	0.1	8	0.1	13	0.2	3	0.04
4.a	Pour enseigner aux retardés													17	0.2	36	0.5	23	0.3	22	0.3
5.	Pour s'inscrire dans un collège, une université, ou autre	605	8.6	756	10.1	869	10.5	819	10.0	619	7.9	461	6.2	509	6.7	464	6.3	491	6.9	380	5.7
6.	Pour enseigner dans un autre pays, ou province, dans un programme d'échange							63	0.8	70	0.9	51	0.7	58	0.8	53	0.7	67	0.9	76	1.1
7.	Pour surveiller ou administrer dans l'enseignement			333	4.5	453	5.5	415	5.0	228	2.9	350	4.7	325	4.3	422	5.7	500	7.0	379	5.7
8.	Dans un domaine en dehors de l'enseignement	389	5.5	403	5.4	409	4.9	427	5.2	505	6.5	520	7.0	582	7.7	596	8.1	508	7.1	531	7.9
9.	Pour assumer des devoirs familiaux	2,556	36.3	2,632	35.2	2,975	35.9	3,157	38.4	2,704	34.6	2,561	34.5	2,833	37.4	2,664	36.2	2,555	35.8	2,485	37.1
10.	Marriage	266	3.8	237	3.2	268	3.2	279	3.4	300	3.8	258	3.5	207	2.7	157	2.1	96	1.3		
11.	Retraite	745	10.6	824	11.0	988	11.9	956	11.6	1,002	12.8	1,218	16.4	1,101	14.5	876	11.9	707	9.9	836	12.5
12.	Maladie	140	2.0	167	2.2	140	1.7	156	1.9	132	1.7	125	1.7	127	1.7	133	1.8	140	2.0	128	1.9
13.	Décès	61	0.9	81	1.1	61	0.7	52	0.6	40	0.5	47	0.6	54	0.7	44	0.6	46	0.6	47	0.7
14.	Autres	577	8.2	287	3.8	398	4.8	472	5.7	690	8.8	639	8.6	762	10.1	790	10.7	801	11.2	625	9.3
			100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0
	Total des départs	7,043		7,476		8,297		8,226		7,813		7,417		7,569		7,375		7,141		6,697	

Tableau Annexe 21B NOMBRE PREVU DE DEPARTS D'ENSEIGNANTS A PLEIN TEMPS, 1976-1986

	Départs	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
		No.	%	No.	%	No.		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1.	Pour enseigner dans les écoles privées ou des collèges de formation d'enseignants	254	4.0	240	4.0	223	4.0	208	4.0	195	4.0	183	4.0	171	4.0	160	4.0	148	4.0	137	4.0
2.	Pour enseigner à l'extérieur de l'Ontario	254	4.0	240	4.0	223	4.0	208	4.0	195	4.0	183	4.0	171	4.0	160	4.0	148	4.0	137	4.0
3.	Pour enseigner à temps partiel dans des écoles du secteur public	572	9.0	541	9.0	503	9.0	469	9.0	440	9.0	412	9.0	386	9.0	359	9.0	333	9.0	308	9.0
4.	Pour enseigner dans un collège technique	3	0.1	6	0.1	5	0.1	5	0.1	5	0.1	4	0.1	4	0.1	4	0.1	4	0.1	3	0.1
4.a	Pour enseigner aux retardés	19	0.3	18	0.3	17	0.3	15	0.3	14	0.3	14	0.3	13	0.3	12	0.3	11	0.3	10	0.3
5.	Pour s'inscrire dans un collège, une université, ou autre	382	6.0	361	6.0	335	6.0	313	6.0	293	6.0	275	6.0	257	6.0	240	6.0	222	6.0	205	6.0
6.	Pour enseigner dans un autre pays, ou province, dans un programme d'échange	51	0.8	48	0.8	45	0.8	42	0.8	39	0.8	36	0.8	34	0.8	34	0.8	29	0.8	27	0.8
7.	Pour surveiller ou administrer dans l'enseignement	318	5.0	270	4.5	223	4.0	208	4.0	195	4.0	183	4.0	171	4.0	160	4.0	148	4.0	137	4.0
8.	Dans un domaine en dehors de l'enseignement	445	7.0	391	6.5	363	6.5	339	6.5	317	6.5	298	6.5	279	6.5	260	6.5	241	6.5	222	6.5
9.	Pour assumer des devoirs hold familiaux	2,321	36.5	2,165	36.0	1,983	35.5	1,826	35.0	1,710	35.0	1,603	35.0	1,501	35.0	1,398	35.0	1,296	35.0	1,198	35.0
10.	Marriage																				
11.	Retraite	763	12.0	722	12.0	670	12.0	626	12.0	586	12.0	550	12.0	514	12.0	479	12.0	444	12.0	411	12.0
12.	Maladie	114	1.8	108	1.8	100	1.8	94	1.8	88	1.8	82	1.8	77	1.8	72	1.8	66	1.8	61	1.8
13.	Décès	38	0.6	36	0.6	33	0.6	31	0.6	29	0.6	27	0.6	26	0.6	24	0.6	22	0.6	20	0.6
14.	Autres	825	12.9	869	14.4	864	15.4	833	15.9	781	15.9	731	15.9	684	15.9	634	15.9	592	15.9	548	15.9
			100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0		100.0
1136	Total des départs	6,359		6,015		5,587		5,217		4,887		4,581		4,288		3,996		3,704		3,424	

1137

Le recrutement d'enseignants qui réintègrent la profession reste à un niveau très élevé. Nous pensions qu'avec les restrictions budgétaires, les conseils préfèreraient recruter de nouveaux diplômés (pour un salaire moins élevé) plutôt que des enseignants avec plus d'expérience (et donc plus chers). Un total de 1391 enseignants de retour, représentant 22.0% des acquisitions de 1975-1976, étaient recrutés (au lieu des 1395 que nous avions prévus et qui représentent 21.0% de notre demande totale nette plus élevée). Ainsi, grâce à des compensations d'erreurs) nos calculs du recrutement des enseignants de retour était à quatre près des chiffres réels.

2753 nouveaux diplômés étaient recrutés, soit 43.4% du recrutement total. Nous en avions prévu 3000, soit 45.2% de la demande nette la plus élevée des calculs. Ainsi, non seulement les retours d'enseignants se plaçaient mieux dans le concours aux emplois (malgré le coût) que ce que nous prévoyions, mais il en était de même pour les enseignants provenant d'autres sources d'offre (transferts en provenance des écoles privées, enseignants en échange d'autres pays, ceux qui disposent de lettre administrative - enseignants étrangers dont l'équivalence des qualifications pédagogiques avec celles de l'Ontario n'est pas encore reconnue), bien que la totalité du recrutement dans la catégorie "autre" n'était que de 2,193 au lieu des 2,243 que nous avions prévus (une erreur de 50 ou 2.3%).

En résumé: Dans l'évaluation de l'offre et de la demande d'enseignants, les deux côtés de l'équation dépendent de tendances qui peuvent brusquement changer (a) en raison d'une somme de décisions individuelles (c'est-à-dire décision de l'enseignant de ne pas se "retirer" pour un an ou deux; décision de l'équipe de recrutement - principal et administrateurs - de recruter le "meilleur" enseignant, probablement un enseignant de retour avec de l'expérience quel qu'en soit le coût). Néanmoins, il est possible d'être assez précis à court terme - l'an dernier, le nombre d'enseignants requis que nous avions prévu était 0.17% trop bas (anciens + nouveaux), le nombre de départs était de 5.9% trop élevé et le recrutement de nouveaux était trop élevé de 4.7%. Nous n'étions pas loin de la réalité pour les enseignants de retour (à quatre près) mais nous avons surestimé de 247 le nombre de nouveaux diplômés recrutés (erreur de +8.9%). L'insécurité provoquée par le surplus d'enseignants a causé une grande réduction dans les taux de départ. Puisque le roulement est la seule source d'ouverture d'emploi, une telle réduction dans le taux de départs diminue sérieusement les chances qu'a un diplômé de trouver du travail.

La situation des enseignants du secondaire est moins grave pour le moment. Les effectifs dans ce secteur n'ont pas encore commencé à diminuer. Le tableau annexe 22 indique les nombres observés et prévus d'élèves, d'enseignants et le REE. Ce dernier était de 17.3 en 1973, 17.2 en 1974 et 17.4 en 1975. Nous savions qu'il allait recommencer à augmenter. Nous l'avons fixé à 17.5 pour les années 1976 à 1986. Nos prévisions d'effectifs étaient trop élevées (de 0.34%; il y avait 613,055 élèves au lieu de 613,140 que nous avions prévus) mais le REE moins élevé (17.3 au lieu de 17.5) a quelque peu compensé dans nos calculs de la demande brute d'enseignants - anciens et nouveaux - qui n'était qu'à peine inférieure à la réalité. Nous avions prévu une demande de 35,151 enseignants; il y en avait 35,352 en fait; notre erreur était de 0.57%. Encore une fois, le taux de remplacement était moins élevé que prévu (6.6% du total de l'année précédente plutôt que 7.0%). Mais puisqu'il y avait une aug-

Tableau Annexe 22 ELEVES ET ENSEIGNANTS DANS LES ECOLES SECONDAIRES DE L'ONTARIO

Année		Elèves	Enseignants	Rapport Elèves/Enseignants
1958		222,075	9,573	23.2
1959		237,576	10,464	22.7
1960		262,775	11,478	22.9
1961		299,177	12,850	23.3
1962		331,578	14,923	22.2
1963	R	364,210	17,170	21.2
1964		395,301	19,205	20.6
1965	E	418,738	21,659	19.3
1966	E	436,026	24,242	18.0
1967		463,736	27,164	17.1
1968	L	500,807	30,203	16.6
1969		530,679	32,342	16.4
1970		556,913	33,693	16.5
1971		574,520	34,469	16.7
1972		583,013	34,549	16.9
1973		585,725	33,889	17.3
1974		589,650	34,231	17.2
1975		605,160	34,826	17.4
1976		615,140	35,151	17.5
1977		620,552	35,460	17.5
1978		622,924	35,596	17.5
1979	P	613,145	35,037	17.5
1980	R	591,254	33,789	17.5
1981	E	564,478	32,256	17.5
1982	V	538,533	30,773	17.5
1983	U	521,573	29,804	17.5
1984		519,342	29,677	17.5
1985		521,747	29,814	17.5
1986		522,655	29,866	17.5

mentation d'effectif légèrement plus grande que prévue, (526 élèves en plus au lieu de 325) le recrutement dépassait nos calculs de 2.4% (2581 enseignants au lieu de 2785; 66 de plus que prévus). Nous pensions que les enseignants qui réintégrait l'enseignement auraient 445 des emplois, mais ils en prenaient 434; nous pensions que les nouveaux diplômés obtiendraient 50% des postes; ils en obtinrent 49%. Les tableaux annexes 22 à 25 donnent les détails de nos calculs de l'an dernier pour le ministère sur les enseignants du secondaire en 1976. Les tableaux annexes 26 et 27 résument les erreurs de calculs de départs et d'arrivées. Une fois que la contraction arrivera au niveau du secondaire, nous nous attendons à ce que les départs diminuent beaucoup. Par conséquent, la demande de remplacement risque d'être bien moins importante que ce que nous avions prévu antérieurement à moins d'une intervention politique énergique.

Tableau Annexe 23A ACQUISITIONS REELLES D'ENSEIGNANTS DU SECONDAIRE A PLEIN-TEMPS

Acquisitions	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A. 1. Pour les écoles élémentaires et secondaires et anciens enseignants du l'élémentaire qualifiés pour enseigner au secondaire.	198	3.4	302	4.9	214	3.8	138	2.7	116	2.8	125	3.7	23	1.0	25	0.8	59	1.9	25	0.9
2. Ecoles pour les retardés	-	-	-	-	-	-	-	-	-	-	-	-	1	-	6	0.2	6	0.2	4	0.1
3. Des écoles en dehors de l'Ontario	-	-	-	-	-	-	-	-	-	-	-	-	81	3.5	111	3.6	118	3.8	99	3.5
4. Anciens enseignants à temps-partiel	-	-	-	-	-	-	-	-	-	-	-	-	123	5.4	238	7.6	185	5.9	158	5.5
5. Enseignants échangés	-	-	-	-	-	-	26	0.5	31	0.7	35	1.0	34	1.5	36	1.1	54	1.7	52	1.8
6. Lettre de classification ling	335	5.7	330	5.4	585	10.4	428	8.4	232	5.5	126	3.8	40	1.7	77	2.5	89	2.8	60	2.1
7. Lettre de permission	1,013	17.3	710	11.6	1,016	18.1	689	13.5	185	4.4	-	-	-	-	164	5.2	167	5.3	102	3.6
8. Détenteurs d'un certificat temporaire pour le secondaire	-	-	2,953	48.1	1,078	19.2	719	14.1	536	12.7	94	2.8	11	0.5	21	0.7	49	1.6	38	1.3
9. Autres	402	6.8	237	3.9	592	10.5	435	8.5	415	9.8	575	17.2	394	17.1	422	13.5	461	14.6	482	16.9
B. Diplômés de programmes de formation d'enseignants de l'Ontario	3,351	57.1	880	14.3	1,377	24.5	1,809	35.4	1,852	44.0	1,744	52.0	1,252	54.4	1,530	49.0	1,425	45.2	1,397	49.0
C. Enseignants qualifiés de retour qui n'enseignaient pas dans l'Ontario l'année précédente	571	9.7	728	11.8	757	13.5	862	16.9	847	20.1	654	19.5	341	14.8	493	15.8	537	17.0	434	15.2
Total des acquisitions	5,870	100.0	6,140	100.0	5,619	100.0	5,105	100.0	4,214	100.0	3,353	100.0	2,300	100.0	3,123	100.0	3,150	100.0	2,851	100.0

Tableau Annexe 23B ACQUISITIONS PREVUES D'ENSEIGNANTS DU SECONDAIRE

Acquisitions	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
A. 1. Pour les écoles élémentaires et secondaires et anciens enseignants du l'élémentaire qualifiés pour enseigner au secondaire.	21	1.0	19	1.0	11.	1.0	4	1.0	1	1.0	1	1.0	6	1.0	12	1.0	14	1.0	13	1.0
2. Ecoles pour les retardés	3	0.1	2	0.1	1	0.1	-	0.1	-	0.1	-	0.1	1	0.1	1	0.1	1	0.1	1	0.1
3. Des écoles en dehors de l'Ontario	73	3.5	67	3.5	38	3.5	15	3.5	5	3.5	5	3.5	20	3.5	42	3.5	49	3.5	45	3.5
4. Anciens enseignants à temps-partiel	126	6.0	114	6.0	64	6.0	26	6.0	8	6.0	9	6.0	35	6.0	72	6.0	85	6.0	77	6.0
5. Enseignants échangés	36	1.7	29	1.5	16	1.5	7	1.5	2	1.5	2	1.5	9	1.5	18	1.5	21	1.5	19	1.5
6. Lettre de classification	36	1.7	29	1.5	16	1.5	7	1.5	2	1.5	2	1.5	9	1.5	18	1.5	21	1.5	19	1.5
7. Lettre de permission	52	2.5	38	2.0	21	2.0	9	2.0	3	2.0	3	2.0	12	2.0	24	2.0	28	2.0	26	2.0
8. Détenteurs d'un certificat temporaire pour le secondaire	21	1.0	19	1.0	11	1.0	4	1.0	1	1.0	1	1.0	6	1.0	12	1.0	14	1.0	13	1.0
9. Autres	375	18.0	396	20.9	245	22.8	103	23.5	31	23.0	34	23.8	132	23.0	279	23.4	333	23.5	297	23.3
B. Diplômés de programmes de formation d'enseignants de l'Ontario	1,046	50.0	952	50.0	537	50.0	219	50.0	68	50.0	72	50.0	289	50.0	598	50.0	707	50.0	638	50.0
C. Enseignants qualifiés de retour qui n'enseignaient pas dans l'Ontario l'année précédente	303	14.5	238	12.5	113	10.5	44	10.0	14	10.4	14	10.0	58	10.0	120	10.0	141	10.0	128	10.0
Total des acquisitions	2,092	100.0	1,903	100.0	1,073	100.0	438	100.0	135	100.0	143	100.0	577	100.0	1,196	100.0	1,414	100.0	1,276	100.0

Tableau Annexe 24 A DEPARTS D'ENSEIGNANTS DU SECONDAIRE A PLEIN-TEMPS, 1966-1976

	Départs	1966-67		1967-68		1968-69		1969-70		1970-71		1971-72		1972-73		1973-74		1974-75		1975-76	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	?	%	No.	%
1.	Pour enseigner dans des écoles privées ou dans des écoles de formation d'enseignants en Ontario	764	25.9	166	5.4	168	4.8	210	5.6	204	5.9	271	8.3	116	3.9	127	4.6	148	5.8	95	4.1
2.	Pour enseigner à l'extérieur de l'Ontario			297	9.6	305	8.8	314	8.4	296	8.6	197	6.0	128	4.3	172	6.2	128	5.0	116	5.0
2.a	Pour enseigner aux retardés													3	0.1	10	0.4	3	0.1	2	0.1
3.	Pour enseigner à temps partiel dans des écoles du secteur public			53	1.7	67	1.9	44	1.2	100	2.9	98	3.0	195	6.6	203	7.3	173	6.8	156	6.7
4.	Pour enseigner dans un collège technique			141	4.5	80	2.3	71	1.9	31	0.9	35	1.1	25	0.8	24	0.9	10	0.4	8	0.3
4.a	Pour enseigner dans une autre province dans un programme d'échange							54	1.4	47	1.4	34	1.0	36	1.2	29	1.0	45	1.8	53	2.3
5.	Pour s'inscrire dans un collège d'enseignants ou université	471	16.0	482	15.5	588	16.9	616	16.4	471	13.7	304	9.3	219	7.4	227	8.2	196	7.7	189	8.1
6.	Pour surveiller ou administrer dans l'enseignement			194	6.2	278	8.0	228	6.1	151	4.4	181	5.5	135	4.6	175	6.3	176	6.9	157	6.8
7.	Pour travailler ailleurs que dans l'enseignement	353	12.0	359	11.6	454	13.0	498	13.3	453	13.2	460	14.0	550	18.6	548	19.7	439	17.2	394	17.0
8.	Pour assumer des devoirs familiaux	541	18.3	645	20.8	722	20.7	834	22.2	782	22.7	686	21.0	581	19.6	519	18.7	467	18.3	448	19.3
9.	Mariage	95	3.2	103	3.3	97	2.8	98	2.6	91	2.6	58	1.8	67	2.3	53	1.9	25	1.0		
10.	Retraite	237	8.0	254	8.2	305	8.8	307	8.2	367	10.7	508	15.5	416	14.0	291	10.4	275	10.8	307	13.2
11.	Maladie	52	1.8	61	2.0	48	1.4	64	1.7	56	1.6	35	1.1	46	1.6	42	1.5	49	1.9	39	1.7
12.	Décès	38	1.3	36	1.2	40	1.2	43	1.4	36	1.1	53	1.6	35	1.2	53	1.9	36	1.4	42	1.8
13.	Autres	397	13.5	310	10.0	328	9.4	373	9.9	353	10.3	353	10.8	408	13.8	308	11.1	385	15.1	319	13.7
	Total des départs	2,948	100.0	3,101	100.0	3,480	100.0	3,754	100.0	3,438	100.0	3,273	100.0	2,960	100.0	2,781	100.0	2,555	100.0	2,325	100.0

Tableau Annexe 24B DEPARTS PREVUS D'ENSEIGNANTS DU SECONDAIRE A PLEIN-TEMPS, 1966-1976

	Départs	1976-77		1977-78		1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85		1985-86	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1.	Pour enseigner dans des écoles privées ou dans des écoles de formation d'enseignants en Ontario	85	4.0	78	4.0	71	4.0	69	4.0	67	4.0	64	4.0	61	4.0	59	4.0	58	4.0	58	4.0
2.	Pour enseigner à l'extérieur de l'Ontario	106	5.0	97	5.0	88	5.0	86	5.0	83	5.0	79	5.0	76	5.0	73	5.0	73	5.0	73	5.0
2.a	Pour enseigner aux retardés	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	2	0.1	1	0.1
3.	Pour enseigner à temps partiel dans des écoles du secteur public	138	6.5	116	6.0	106	6.0	104	6.0	100	6.0	95	6.0	91	6.0	88	6.0	87	6.0	87	6.0
4.	Pour enseigner dans un collège technique	6	0.3	6	0.3	5	0.3	5	0.3	5	0.3	5	0.3	5	0.3	4	0.3	4	0.3	4	0.3
4.a	Pour enseigner dans une autre province dans un programme d'échange	42	2.0	33	1.7	26	1.5	26	1.5	25	1.5	24	1.5	23	1.5	22	1.5	22	1.5	22	1.5
5.	Pour s'inscrire dans un collège d'enseignants ou université	170	8.0	155	8.0	141	8.0	138	8.0	133	8.0	127	8.0	21	8.0	118	8.0	116	8.0	116	8.0
6.	Pour surveiller ou administrer dans l'enseignement	140	6.6	124	6.4	109	6.2	104	6.0	100	6.0	95	6.0	91	6.0	88	6.0	87	6.0	87	6.0
7.	Pour travailler ailleurs que dans l'enseignement	356	16.8	322	16.6	289	16.4	280	16.2	266	16.0	254	16.0	242	16.0	235	16.0	233	16.0	233	16.0
8.	Pour assumer des devoirs familiaux																				
9.	Marriage	403	19.0	363	18.7	325	18.4	313	18.1	296	17.8	278	17.5	265	17.5	257	17.5	255	17.5	254	17.5
10.	Retraite ement	280	13.2	262	13.5	243	13.8	242	14.0	233	14.0	222	14.0	212	14.0	206	14.0	204	14.0	204	14.0
11.	Maladie	38	1.8	35	1.8	32	1.8	31	1.8	30	1.8	29	1.8	27	1.8	26	1.8	26	1.8	26	1.8
12.	Décès	38	1.8	37	1.9	35	2.0	35	2.0	33	2.0	32	2.0	30	2.0	29	2.0	29	2.0	29	2.0
13.	Autres	317	14.9	313	16.0	292	16.5	295	17.0	292	17.5	283	17.8	270	17.8	262	17.8	260	17.8	260	17.8
	Total des départs	2,121	100.0	1,943	100.0	1,764	100.0	1,730	100.0	1,665	100.0	1,589	100.0	1,516	100.0	1,469	100.0	1,456	100.0	1,454	100.0

Tableau Annexe 25 PERSPECTIVES DE L'ORDRE ET LA DEMANDE D'ENSEIGNANTS DU SECONDAIRE EN ONTARIO

	DEMANDE					OFFRE					
Année	Réserve d'enseignants No.	Expansion No.	Remplacements No.	%	Total No.	Retours No.	%	%	Nouveaux recrutements No.	Diplômés de collège No.	Autres No.
1	2	3	4	5	6	7	8	9	10	11	12
1976	35,151	+ 325	2,460	7.0	2,785	445	1.27	16.0	2,340	1,421	919
1977	35,460	+ 309	2,304	6.5	2,613	405	1.14	15.5	2,208	1,374	834
1978	35,596	+ 136	2,171	6.0	2,307	335	0.94	14.5	1,972	1,253	719
1979	35,037	- 559	2,102	6.0	1,543	193	0.55	12.5	1,350	895	455
1980	33,789	- 1,248	2,027	6.0	779	82	0.24	10.5	697	468	229
1981	32,256	- 1,533	1,935	6.0	402	40	0.12	10.0	362	244	118

1149

ANNEXE C

GROUPE DE TRAVAIL SUR LES DONNEES DE RECHERCHE DE BASE

Dr. F. Gerald Ridge,
Directeur du programme de dépenses
Conseil scolaire du Toronto
Métropolitain,
155 College St.,
Toronto, Ont. M5T 1P6

M. H.W. Moore,
Contrôleur de la planification,
Conseil scolaire d'Etobicoke,
1 Civic Centre Court,
Etobicoke, Ont. M9C 2B3

Dr. A.J. Barone,
Surintendant de la Région 4,
Conseil scolaire métropolitain
séparé,
150 Laire Drive,
Toronto, Ont. M4G 3V8

M. W.T. Townshend,
Surintendant des opérations,
Conseil de l'Education du comté
de Waterloo,
Boîte 68,
Kitchener, Ont. N2G 3X5

M. R.H. Field,
Directeur de l'Education
pour la ville de Windsor,
451 Park St. West,
Windsor, Ont. N9Z 5V4

Dean Lionel Desjarlais,
1684 Rhodes Court,
Ottawa, Ont. K1H 5S9

M. G.W. Thomson,
Directeur de l'Education,
Conseil scolaire de Sudbury,
Civic Square, West Tower,
200 Brady St.,
Sudbury, Ont. P3E 5K3

Mad. Sharon McElroy
Agent du service de recherche,
Comité de relations de l'Education
111 Avenue Rd., Suite 400,
Toronto, Ont. M5R 3J8

Dr. Florence Henderson
Secrétaire générale,
Fédération des femmes enseignantes de
l'Ontario,
1260 Bay St., 3rd floor,
Toronto, Ont. M5R 2B8

M. Bertrand L. Hansen,
Associé,
The Hansen Group,
2190 Obeck Cres.,
Mississauga, Ont. L5H 3L7

M. Harvey Nightingale,
Directeur des services économiques
et légaux,
Conseil des commissaires d'école de
l'Ontario,
2 Bloor St. West,
Toronto, Ont. M4W 3E2

Mme Joan St. Rose-Haynes,
Chef du bureau des statistiques,
Section des statistiques,
Information et système,
Ministère de l'Education de l'Ontario,
18^{e} étage, Mowat Block,
Toronto, Ont. M7A 1L2

Ex officio:

Dr. John Holland,
Président par intérim,
Département de la planification de
l'Education, OISE,
252 Bloor St. West,
Toronto, Ont. M5S 1V6

M. Saeed Quazi,
Directeur de projets,
Département de la planification de
l'Education, OISE,
252 Bloor St. West,
Toronto, Ont. M5S 1V6

GROUPE DE TRAVAIL (CURRICULUM)

M. Bruce Archer
Fédération des enseignants de
l'Ontario
Suite 700,
1260 Bay Street
Toronto, Ontario M5R 2B5

Dr. Peter F. Bargen
Conseil des commissaires scolaires
de l'Ontario
Suite 500
2 Bloor Street West
Toronto, Ontario M4W 3E2

M. J.F. Clifford
Directeur
Conseil scolaire SCRS du comté
de Waterloo
91 Moore Avenue
Box 1116
Kitchener, Ontario N2G 4G2

Dr. Mel Edwardh
Gage Publishing Co. Ltd.
164 Commander Blvd.
Agincourt, Ontario M1S 3C7

M. Irving Gerstein
People's Jewellers
181 Yonge Street
Toronto, Ontario M5B 1M6

M. Duncan Green
Directeur
Conseil de l'Education de Toronto
155 College Street
Toronto, Ontario M5T 1P6

M. R.J. Lynch
Directeur
Conseil de l'Education de Nippissing
B.P. 3110
North Bay, Ontario P1B 8H1

Mme C. Michalski
980 Broadview Avenue, #2402
Toronto, Ontario M4K 3Y1

M. John Ricker
Doyen de la faculté d'éducation
Université de Toronto
371 Bloor Street West
Toronto, Ontario M5S 2R7

Dr. John Mallea
Directeur Assistant
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Susan Padro
Professeur associé
Département de la planification de
l'Education
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Kenneth Prueter
Bureau de l'Education internationale
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Ellen Regan
Département du Curriculum
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Merlin Wahlstrom
Département du Curriculum
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Cicely Watson, Professeur
Département de la planification de
l'Education
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

GROUPE DE TRAVAIL (CURRICULUM) suite

Dr. Joel Weiss
Département du Curriculum
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Ken Leithwood
Département du Curriculum
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. H.G. Hedges, Chef
Centre OISE de Niagara
Ecole publique de Connaught
28 Prince Street
St. Catharines, Ontario L2R 3X7

Dr. F. Michael Connelly (Président)
Département du Curriculum
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

GROUPE DE TRAVAIL (FINANCE)

Dr. Richard M. Bird
Professeur d'économie
Institut pour l'analyse des politiques
Université de Toronto
150 St. George Street
Toronto, Ontario M5S 1H1

Dr. Donald A. Dawson
Directeur de recherche
Conseil Economique de l'Ontario
81 Wellesley Street East
Toronto, Ontario M4Y 1H6

Professeur E. Brock Rideout
Département de l'administration
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

M. Michael Skolnik
Directeur adjoint (Administration)
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

M. Bertrand L. Hansen
Département des études supérieures
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. John W. Holland (Président)
Professeur associé
Département de la planification de l'Education
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

Dr. Peter J. Atherton
Doyen
Collège d'Education
Université de Brock
St. Catharines, Ontario L2S 3A1

Mme Helen Salisbury
Données socio-économiques
Services statistiques centraux
Ministère du Trésor, de l'Economie et des Affaires Intergouvernementales de l'Ontario
Queen's Park
Toronto, Ontario M7A 1KA

Rev. Carl Matthews
Bellarmine Hall
2 Dale Avenue
Toronto, Ontario M4W 1K4

Dr. Cicely Watson
Professeur
Département de la planification de l'Education
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

(suite)

Dr. Ralph Benson
Conseiller de finance scolaire
Ministère de l'Education
900 Bay Street
Mowat Block, 21st Floor
Toronto, Ontario M7A 1L2

M. Saeed Quazi
Directeur de projet
Département de la planification de
l'Education
Institut Ontarien d'Etudes en Education
252 Bloor Street West
Toronto, Ontario M5S 1V6

GROUPE DE TRAVAIL--LES LOCAUX SCOLAIRES ET LA COMMUNAUTE

PRESIDENT--HOWARD B. HENDERSON

M. H.W. Moore
Contrôleur de la planification
Conseil de l'Education d'Etobicoke
1 Civic Centre Court
Etobicoke, Ontario M9C 2B3

M. J. Penner
Député de gestion des affaires
Conseil de l'Education d'Hamilton
Boîte 558, 100 Main Street West
Hamilton, Ontario L8N 3L1

M. E.G. Runacres
Directeur de l'Education
Conseil de l'Education du comté
de Hastings
156 Ann Street
Belleville, Ontario L2P 3J9

M. R.J. Field
Directeur de l'Education
Conseil de l'Education de Windsor
451 Park Street West
Windsor, Ontario NOA 5V4

M. W.G. Beevor
Directeur de l'Education
Conseil de l'Education de Lakehead
Centre d'Education,
2135 Sills Street
Thunder Bay, Ontario P7E 5T2

M. O. Tremblay
Directeur de l'Education
Conseil SCRS du district de Sudbury
201 Jogues Street
Sudbury, Ontario P3C 5L7